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2002 General Plan Policy Document



City of Union City
February 2002



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CITY OF UNION CITY 2002 GENERAL PLAN

POLICY DOCUMENT

**Adopted February 12, 2002
City Council Resolution 2109-02**



2002 GENERAL PLAN CREDITS

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INTRODUCTION



Aerial photo of Union City's urbanized area with the hills to the east (right) and the baylands to the west (left).

This General Plan formalizes a long-term vision for the physical, economic, and social evolution of Union City and outlines policies, standards, and programs to guide day-to-day decisions concerning Union City's development. Designed to meet State general plan requirements, the General Plan consists of two documents: this *General Plan Policy Document* and a *General Plan Background Report*.

MAJOR THEMES IN THE GENERAL PLAN

The Union City General Plan is guided by three overarching themes: the Prosperous and Compassionate City, Making Places in Union City, and Services and Support for a Quality Future. These themes are described in the following paragraphs.

THE PROSPEROUS AND COMPASSIONATE CITY

In order for a city to be a compassionate community and support quality of life facilities and programs, it must be economically healthy. Economic prosperity helps support the community programs that citizens value. Likewise, good community services and programs can serve as an economic development tool in attracting and retaining businesses and residents.

The economic vitality and social welfare of a community are clearly linked. An important part of the General Plan Update was spent ensuring that this linkage is reflected in the General Plan.

The "Prosperous and Compassionate City" theme is supported by two elements: the Economic Development Element and Youth, Family, Seniors, and Health Element.

MAKING PLACES IN UNION CITY

As Union City nears buildout and begins to redevelop, the community has placed a priority on high quality design of new developments and the enhancement of existing places. The community recognizes the importance of preserving neighborhoods, strengthening the identity of retail and business districts, and enhancing connections throughout the city for pedestrians, bicyclists, vehicles and transit. These “place making” elements include architectural richness, beautiful streets and parks, the creation of civic spaces, connections between districts, and the recognition of the natural landscape (the hills and the bay lands) that frames the community.

The “Making Places in Union City” theme is supported by three elements: Land Use Element, Community Design Element, and Transportation Element.

SERVICES AND SUPPORT FOR A QUALITY FUTURE

The City must provide services and infrastructure investments to support economic, social and community design goals. High quality urban services (e.g., police and fire protection) are needed to protect the population from possible hazards and to respond during emergencies (e.g., earthquake or floods). A strong infrastructure framework includes transportation, water and sanitation, communication, and energy delivery and conservation. Public health and safety concerns such as nuisances (e.g., noise, odor, hazardous materials) are also addressed.

The “Services and Support for a Quality Future” theme is supported by four elements: Public Facilities and Services Element; Natural and Cultural Resources Element, Health and Safety Element, and Housing Element.

SPECIFIC VISIONS

Within the three major themes, there are more specific visions for the future of Union City. These visions provide the foundation upon which the policies and programs were developed. The visions were generated through an extensive, two-year public participation program. The public’s input was gained from a series of community workshops, public hearings, and three documents that supplemented the General Plan — the Economic Development Strategy; Youth, Family, Seniors, and Health Strategy; and Concept Framework Plan (see page 3 for a detailed account of this public participation program). These visions are described below.

Economic Development

- To create more employment opportunities in the city by intensifying industrial land uses (i.e., transitioning from warehousing to manufacturing and high-tech/R&D development);
- To redefine Union City as a vital part of Silicon Valley by taking advantage of the city’s many locational assets (i.e., its proximity to I-880, the Dumbarton and San

Mateo Bridges, BART and other public transit systems, elite universities, and venture capitalists);

- To enhance the quality of the city's amenities to make Union City an attractive location for high-tech and corporate offices; and
- To strengthen the city's job base by enhancing existing commercial centers and business districts.

Youth, Family, Seniors, & Health

- To continue to place a high priority on programs and facilities that serve youth, families and seniors, including recreational, sports, educational, housing, childcare and health services; and
- To encourage expanded health services and childcare/adult care in the community through private and non-profit organizations.

Visual Quality

- To enhance the distinctive districts within Union City through the preservation of older neighborhoods (such as Old Alvarado and the Decoto) and to enrich the identity of other districts such as the Marketplace and the Station District;
- To improve Union City's appearance by creating attractive corridors including street, rail lines, and pedestrian pathways; enhancing gateways into the community; and, where urban development skirts the city's hillside and wetland areas, blend the built environment into the community's natural setting;
- To enhance Union City's neighborhood and community identity by creating a cohesive urban design structure and moving away from automobile-oriented, walled subdivisions; and
- To ensure the high quality appearance of the city's built environment by encouraging variety in architecture, public arts programs, thematic signage, and streetscape improvements.

Land Use and Community Development

- To create a high-density, mixed-use (residential and commercial) transit village around the intermodal facility by utilizing vacant and underutilized land and redeveloping existing development around the BART station; and
- To reinforce economic development goals and community design goals by focusing on specific districts, such as the Station District, Central and Alvarado Technology Districts, and Union Landing.

Environmental Quality

- To protect the diversity of the city's natural resources (i.e., creeks, hills, and marshes) by creating a harmonious coexistence with the urban environment.

Transportation and Circulation

- To make Union City a pedestrian-friendly city by encouraging the use trails for walking and bicycles as an alternative to the use of private automobiles;
- To develop Union City as a major regional transportation hub by redeveloping the BART station as an intermodal facility linking multiple modes of transportation in one location; and
- To support public transit within the city and reduce single-occupant automobile trips.

HOW THIS GENERAL PLAN WAS PREPARED

The City of Union City embarked on developing this new general plan in April 1999. This updated plan replaces the previous General Plan that was adopted in 1986. The City used an innovative approach in updating the Plan that included preparation of two strategic plan documents and a Concept Framework Plan to assist the public and decision-makers in developing key policies for the General Plan. These reports, along with an extensive public outreach program led by the Planning Commission, proved to be an effective approach to focusing the community's attention on key policy issues.

Economic Development and Youth, Family, Seniors, and Health Strategy

Early in the General Plan Update process, the City prepared an Economic Development Strategy and a Youth, Family, Seniors, and Health Strategy to guide the preparation of the General Plan. The City developed these strategies following a series of public workshops that helped to mold citizen concerns and ideas into building blocks for future policy development. The following is a short description of both strategies:

Economic Development Strategy

The purpose of the Economic Development Strategy is to assess the potential for various types of future economic activity in Union City, to set out the overall framework for economic growth, and to identify strategic actions for key opportunity sites throughout the city.

In mid-1999, the Planning Commission conducted two economic development workshops. The first workshop was held on July 15, 1999, and focused on economic objectives. The public helped to identify the top economic advantages, challenges, and objectives for Union City. On August 7, 1999, the Planning Commission held a second workshop focusing on land use strategies for the City. The public identified important existing business addresses and



Citizens participate in workshop

opportunity sites, identified the types of uses that should be located in opportunity sites, and evaluated the economic implications of their plans.

The Planning Commission, City staff, and General Plan consultants took the ideas and input gained from the public and molded them into the Economic Development Strategy, which was endorsed by the City Council in February 2000.

Youth, Family, Seniors, and Health Strategy

The purpose of the Youth, Family, Seniors, and Health Strategy is to assess the need for additional facilities and services to address the community by focusing on needs of youths, families, and seniors; to set an overall policy framework for addressing the needs of these groups; and to identify strategic actions for addressing these needs.



Marsh Hawk day camp General Plan workshop

In mid-1999, the Planning Commission conducted two public workshops. The goal of the first workshop — held on June 11, 1999 — was to identify needs and assets for youths, seniors, and families. The Planning Commission conducted the second workshop on July 24, 1999, and identified the need for partnerships among the City, nonprofits, businesses, faith organizations, and surrounding jurisdictions. The information gathered from these two workshops served as the foundation for the Youth, Family, Seniors, and Health Strategy, which was endorsed by the City Council in February 2000.

Concept Framework Plan

Following direction by the City Council on the two strategy documents in February 2000, the Planning Commission held community workshops to begin to translate the strategy recommendations into physical development proposals. The Planning Commission held the first of these citywide workshops on June 1, 2000. This workshop asked participants to identify how to enhance existing and create new places, and how to support these choices with community services.

The second workshop on July 19, 2000, explored neighborhood planning objectives for Union City's eastside neighborhoods. The participants worked as members of planning teams to identify important existing and future community places; existing and needed connections; and priority public investments.

The third workshop on July 24, 2000, explored neighborhood planning objectives for Union City's westside neighborhoods. Similar to the eastside neighborhood workshop, the participants worked as members of planning teams to identify important existing and future community places; existing and needed connections; and priority public investments.

Based on the input from these workshops, the Planning Commission, City staff, and General Plan consultants prepared a Concept Framework Plan. This Plan outlines an integrated set of land use, community design, and circulation concepts, works as a bridge between the Economic Development and Youth, Family, Seniors, and Health Strategies, and the Draft General Plan Policy Document.

The Planning Commission held two work sessions on September 28, 2000, and October 19, 2000, to review the Concept Framework Plan. The product of the work sessions was a revised Concept Framework Plan which includes expanded detail, provides recommendations, and outlines public comments. On November 28, 2000, the City Council endorsed the Concept Framework Plan with additional policy directives.



Planning Commission public workshop at the Ruggieri Senior Center

After the City Council approval, the Planning Commission held two briefing sessions for other City commissions and committees on December 11 and 14. The Redevelopment Agency Project Area Committee, the Historical Museum Committee, the Parks and Recreation Commission, the Seniors Commission, the Human Relations Commission and the Arts Council attended these public sessions. Comments from these two hearings were incorporated into the Policy Document.

Draft General Plan

Following City Council direction, the Planning Commission, City staff, and the General Plan consultants drafted the individual elements of the General Plan. The Planning Commission completed its in-depth review of the General Plan Policy Document in April of 2001, prior to public release. The first public review draft was released in June 2001, followed by a second release in August 2001, and a third release in November 2001. A draft EIR was released in October for a 45-day public review period. The Planning Commission held two public hearings on the EIR in November 2001. The City Council then held three public work sessions in late November and December. In total, there have been nine public workshops, and over 40 public meetings, including work sessions and public hearings prior to the release of the 2002 General Plan.

PURPOSE AND NATURE OF THE GENERAL PLAN

A general plan is a legal document that serves as a community's "blue print" or "constitution" for land use and development. State law requires that every city and county in California adopt a general plan that is *comprehensive* and *long-term*. The plans must outline proposals for the physical development of the county or city, and any land outside its

boundaries which in the planning agency's judgment bears relation to its planning (California Government Code Section 65300 et seq.).

General plans must be comprehensive both in their *geographic coverage* and in the *range of subjects* they cover. The planning area for the Union City General Plan coincides with the city limits.

General plans must be long-term in perspective. General plan time horizons vary, but typically range anywhere from 15 to 25 years into the future. The Union City General Plan time horizon is the year 2020.

Every general plan in California must address seven topics or "elements." The importance of each of the seven required topics varies from community to community. Following are brief descriptions of what State law requires be addressed in each of the seven elements.

1. The ***Land Use Element*** designates the general distribution and intensity of all uses of the land in the community. This includes residential uses, commercial uses, industrial uses, public facilities, and open space, among others.
2. The ***Circulation Element*** identifies the general location and extent of existing and proposed major transportation facilities, including major roadways, rail and transit, and airports.
3. The ***Housing Element*** is a comprehensive assessment of current and projected housing needs for all segments of the community and all economic groups, and a set of policies and programs for providing adequate housing.
4. The ***Conservation Element*** addresses the conservation; development; and use of natural resources including water, forests, soils, rivers, and mineral deposits.
5. Overlapping the conservation element, the ***Open Space Element*** details plans and measures for preserving open space for: protection of natural resources—such as wildlife habitat; the managed production of resources—such as agricultural and timber land; outdoor recreation—such as parks, trails, and scenic vistas; and public health and safety—such as areas subject to geologic hazards, tsunamis, flooding, and fires.
6. The ***Noise Element*** identifies and appraises noise problems and includes policies to protect the community from excessive noise.
7. The ***Safety Element*** establishes policies and programs to protect the community from risks associated with seismic, geologic, flood, and wildfire hazards.

The general plan may also address other topics that the community feels are relevant to its development. In Union City these optional topics included economic development; youth, family, seniors and health; and community design.

For each locally-relevant mandated issue or optional issue addressed, the general plan must do the following:

- Describe the nature and significance of the issue in the community (*Background Information*)
- Set-out policy in text and maps for how the jurisdiction will respond to the issue (*Policy*)
- Outline specific programs for implementing policies (*Implementation Programs*)

The format and structure of the general plan is left to local discretion, but regardless of the format or issues addressed, all substantive parts of the plan must be consistent with one another (i.e., *internally consistent*). For instance, the policies in the land use element must be consistent with those of the housing element and vice versa.

The *Union City General Plan* has been prepared specifically to comply with (and as adopted does comply with) State general plan requirements (Government Code Section 65300 et seq.) and related State mandates.

The following table describes the relationship of various elements of the *Union City General Plan* to the seven State-mandated general plan elements.

Relationship of Union City General Plan Elements to State-Mandated Elements		
State-Mandated Elements	General Plan Policy Document	General Plan Background Report
Land Use Element	Land Use Element	Chapter 3 - Land Use and Population
Circulation Element	Transportation Element Public Facilities and Services Element	Chapter 5 - Transportation/Circulation Chapter 7 - Public Facilities and Service
Housing Element	Separate Housing Element	
Conservation Element	Natural and Cultural Resources	Chapter 8 - Natural and Cultural Resources
Open Space Element	Natural and Cultural Resources Land Use Element Health and Safety Element	Chapter 8 - Natural and Cultural Resources
Safety Element	Health and Safety Element	Chapter 6 - Health and Safety
Noise Element	Health and Safety Element	Chapter 6 - Health and Safety
Optional	Economic Development Element	Chapter 1 - Economic and Fiscal Conditions
Optional	Youth, Family, Seniors and Health Element	Chapter 2 - Youth, Family, Seniors and Health
Optional	Community Design Element	Chapter 4 - Community Design

IMPLEMENTING THE GENERAL PLAN

Carrying out the plan following its adoption requires numerous individual actions and ongoing programs involving City departments, special districts, non-profit organizations, and many other public agencies and private organizations. The legal authority for City actions and programs derives from two essential powers of local government: corporate and police powers. Using their “corporate power,” local governments collect money through bonds, fees, assessments, and taxes, and spend it to provide services and facilities such as police and fire protection, streets, water systems, sewage disposal facilities, drainage facilities, and parks. Using their “police power,” local governments regulate the use of private property through zoning, subdivision, and building regulations in order “to promote the health, safety, and welfare of the public.” The general plan provides the formal framework for the exercise of these powers by local officials.

To ensure that the policies and proposals of the general plan are systematically implemented, State law since the early 1970s has increasingly insisted that the actions and decisions of local government concerning both its own projects and the private projects it approves are consistent with its adopted general plan. The courts have supported and furthered this trend through their interpretations of State law. Zoning must be consistent with the general plan. Local government approval of subdivisions must be consistent with the general plan. Local public works projects must be consistent with the general plan. The same is true for development agreements, redevelopment plans, specific plans, and many other plans and actions of cities and counties.

REVISING AND AMENDING THE GENERAL PLAN

The general plan is a long-term document with a planning horizon of 15 to 25 years. To achieve its purposes, the plan must be flexible enough to respond to changing conditions and at the same time specific enough to provide predictability and consistency in guiding day-to-day land use and development decisions. Over the years, conditions and community needs change and new opportunities arise; the plan needs to keep up with these changes and new opportunities. Every year the Planning Commission should review the plan’s implementation programs to assess the City’s progress in carrying out the plan. Every five to ten years, the plan should be thoroughly reviewed and updated as necessary. From time to time, the City will be asked to consider proposals for specific amendments to the plan. The City will initiate some of these proposals itself, but most will be initiated by private property owners and developers. Most general plan amendments involve changes in land use designations for individual parcels.

State law limits general plan amendments to four times per year, but each amendment can include multiple changes. Like the adoption of the general plan itself, general amendments are subject to environmental review, public notice, and hearing requirements and must not create inconsistencies with other parts of the plan.

ORGANIZATION OF THE GENERAL PLAN

The Union City General Plan consists of two documents: the *Background Report* and the *Policy Document*. The *Background Report*, which inventories and analyzes existing conditions and trends in Union City, provides the formal supporting documentation for general plan policy. It address the following eight subject areas:

- Economic and Fiscal Conditions
- Youth, Family, Seniors, and Health
- Land Use and Demographics
- Community Design
- Transportation/Circulation
- Health and Safety
- Public Facilities and Services
- Natural and Cultural Resources
- Housing

This *Policy Document* contains explicit statements of goals, policies, standards, implementation programs, and quantified objectives that constitute the formal policy of Union City for land use, development, and environmental quality. The *Policy Document* comprises the following eight elements organized under the three General Plan themes:

The Prosperous and Compassionate City

- Economic Development Element
- Youth, Family, Seniors, and Health Element

Making Places in Union City

- Land Use Element
- Community Design Element
- Transportation Element

Services and Support for a Quality Future

- Health & Safety Element
- Public Facilities and Services Element
- Natural and Cultural Resources Element
- Housing Element

Each element includes goal statements relating to different sub-issues or different aspects of the issue addressed in the section. Under each goal statement, there are policies which amplify the goal statement. Implementation programs at the end of each section describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. The Land Use Element also describes the designations appearing on the Land Use Diagram and outlines the legally-required standards of density and intensity for these land use designations. The Transportation Element describes the proposed circulation system, including a description of the street classification system.

The following statements define goals, policies, standards, implementation programs, and quantified objectives as they are used in this document:

Goal: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: A specific statement in text or diagram guiding action and implying clear commitment.

Standard: A specific, often quantified, guideline incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.

Implementation Program: An action, procedure, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

To interpret and understand the City's overall land use and development philosophy, users of this *Policy Document* should remember that the goals, policies, and programs articulated in the Plan are as important, if not more so, than the Land Use Diagram. Accordingly, any review of development proposals must consider this *Policy Document* as a whole, rather than focusing solely on the Land Use Diagram or on particular policies and programs.

REGIONAL SETTING AND PLANNING AREA

The city of Union City is located in Alameda County on the east side of the San Francisco Bay. Union City is bounded by the city of Hayward on the north and west sides, the city of Fremont on the south and east sides, and the salt marsh on the west. Incorporated in 1959, Union City encompasses approximately 11,520 acres or 18 square miles. The western half of the city lies on a flat coastal plain and is intensely developed, while the remainder is comprised of hillside areas devoted mainly to agricultural activities (i.e., grazing) and permanent open space. Given the physical constraints in and around the city (i.e., the saltwater marsh, city of Fremont, city of Hayward, and the hilly eastern topography), significant expansion of the current city limits is unlikely.

In 2000, the city had a population of 67,240, making Union City the 9th largest incorporated city in Alameda County. Single family residential development is the predominant land use in the city. The community also has a sizable industrial base located primarily in three industrial parks. Commercial activities are limited primarily to those uses serving the immediate needs of residential neighborhoods. Union Landing, now developing, offers regional shopping opportunities which have not been available in Union City until now.

Planning Area

For the purposes of this General Plan, Union City's Planning Area is coterminous with the city's existing 2001 city limits. Therefore, the term "Planning Area" in this report is used interchangeably with the term "city limits."

HISTORY OF UNION CITY

Union City has a rich and diverse history. The early settlement patterns of the late 19th and early 20th century are still visible within Union City today. The small communities of Decoto and Alvarado, respectively, comprise the east and west sides of the city. Alvarado developed around agricultural and grazing practices as well as salt and beet sugar manufacturing established along Alameda Creek. Decoto was developed because of its proximity to the Central Pacific Railroad line. Most of this part of Alameda County retained its rural character into the 1950s.

Prehistoric And Native American Inhabitants of The Area

Prior to the arrival of the Spanish and European settlers, the Native American presence was strong on the eastern shoreline of the San Francisco Bay. The people native to California developed numerous tribal territories that typically consisted of one central and permanent village, as well as additional seasonal villages distributed throughout this area. The Spaniards who explored the area during the late 1700s called the native Indians Costanoans, roughly translated as "coastal people."

The Mission Period And Early Pioneer Settlement

The missions brought the first permanent settlements to the area. The purpose of the Franciscan missions was to convert the Native American population to the Roman Catholic faith. Mission San Jose was settled on high ground overlooking the San Francisco Bay, approximately eight miles south off present day Decoto. The Mission was constructed between 1797 and 1809 using Indian labor. Indians lived at the Mission performing daily chores until 1834 when the liberation of Indians was enforced by the Governor of California (under Mexico) and administrators were appointed to take charge of all property in Alta California (Northern California).

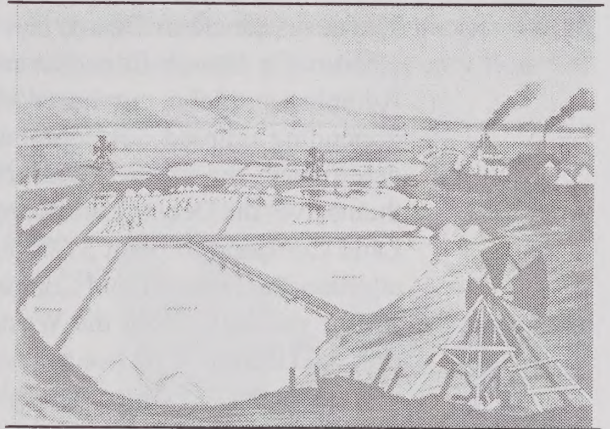
The area surrounding present-day Union City developed slowly after the Mission's establishment. Juan Baptis Alvarado was the governor of Alta California in 1836. Under his tenure as governor, Alvarado gave away much of Mission San Jose grazing land in the form of grants. The two Mexican land grants that made up what is today Union City include Rancho Potrero del los Cerritos in the Alvarado area and the second, near Decoto, was Rancho Arroyo del Alameda. The Rancho Potrero del Los Cerritos spanned the present areas of Alvarado, Centerville and Irvington, and encompassed 10,610 acres.

In 1846, a group of Mormons, including John Horner, moved into the abandoned Mission San Jose barracks. Horner started a general store with Henry and Napoleon Smith. Within the next few years, Horner was instrumental in expanding the area by building wharves,

warehouses, farms, and irrigation systems, as well as developing a town of eight blocks. He also purchased a Sacramento Steamer named "The Union" to transport crops and passengers to San Francisco from the new town of Union City, named after the steamer. The small town was later renamed New Haven and then Alvarado. The use of the name Union City came full circle when this portion of Southern Alameda County incorporated in 1959 and was renamed Union City.

Agricultural Development

Agriculture has been a constant and often profitable prospect in Alameda County. With its fertile soil, marshes, and proximity to San Francisco, farmers were able to easily exploit the resources located in the county. Cattle ranching was the center of life in the early 1800s along with garden crops, fruits, and grain. Since the area had an abundance of water, feed, and land, raising cattle, poultry, and sheep was profitable for local farmers. In the 1930s, the area was the largest producer of rhubarb in the United States.

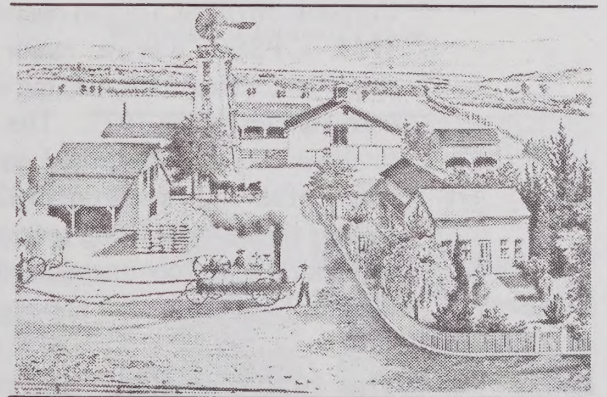


Salt works near Alvarado

The area was also ranked as the highest producer of mushrooms and currants in California. In addition, this section of the county produced peas, potatoes, string beans, sweet corn, spinach, cabbage, carrots, hay barley, wheat, and oats. Beginning in the 1920s, floriculture and fruits become an important agricultural industry for Southern Alameda County. Alvarado was specifically known for salt harvesting, as well as the first and largest production of sugar from sugar-beets.

Development of Alvarado

Named after the Mexican governor from 1836 to 1842, John B. Alvarado, the town of Alvarado was one of the early settlements in Southern Alameda County. Alvarado grew around the creek and was laid out in a traditional grid iron pattern. During the early 1850s the town included a tavern, store, two warehouses, and several homes. In 1853 New Haven (adjacent to Alvarado) was made the county seat. However, once the county seat moved to San Leandro in 1856 (then Oakland in 1873), Alvarado dwindled in political importance. Nonetheless, Alvarado remained important during the nineteenth century for its contributions to the salt and sugar-beet industry.



Residence of C. J. Whipple, Alvarado

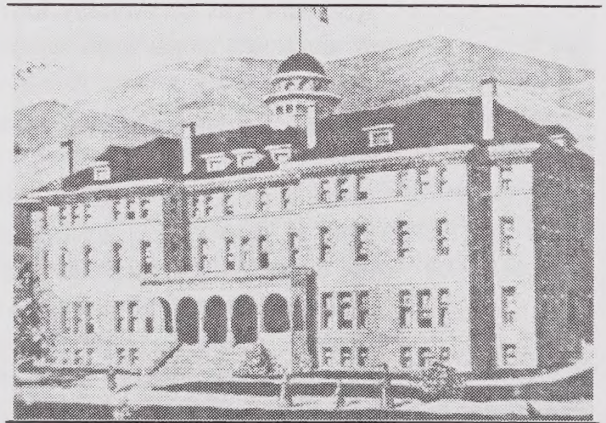
Sugar manufacturing was begun in the 1870's by Ebenezer (E. H.) Dyer, who at the request of his brother moved to California to help manage a farm. The plant continued operating till 1914, when it closed. It reopened one year later to help supply troops during World War I, and continued to produce sugar under different owners till 1975. The sugar processing factory was a significant contributor to the region's economy. All buildings associated with the sugar company were demolished in the late 1970s.

Development of Decoto

The development of Decoto can be attributed to its proximity to the railroad lines and the efforts of a French-Canadian named Ezra Decoto. In 1867, Decoto and his brothers, Adolphus and John, purchased land along the old Mission Road when they heard rumors of impending railroad development. After the Central Pacific Railroad right-of-way was determined, the brothers sold 284 acres to a group of local land promoters who called themselves the Decoto Land Company. A contract was made with Oakland and the Decoto Land Company to plant 37,000 evergreens and lay out the railroad town of Decoto. In addition, the Decoto Land Company purchased land from Ezra Decoto to establish a station for the railroad. Both the Western Pacific Line and the Central Pacific rail lines came through Decoto. With two rail lines passing through this small town, prosperity for Decoto was predicted; however, a large scale development at Decoto never materialized. After several years a small town formed around the central railroad station.

The small town of Decoto was laid out on a strict grid that fit into a triangular-shaped town plan. The town had a diverse business sector, including a concrete mixer, a repair shop for equipment, two large storage warehouses, and an auto storage facility. Warehouses for grain and hay are also known to have existed, along with produce warehouses. These facilities were located near the railroad tracks between H and J Streets, for easy transfer of goods.

In the hills above the town of Decoto is the Masonic Home, which has been a landmark for over 100 years. Just outside of Decoto, southeasterly of Decoto Road, the Pacific States Steel Corporation (PSSC) began operation in 1937. PSSC was a major local employer for Union City and the vicinity until its closure in 1977. The PSSC facilities were demolished over the course of several years from 1992-1997 and the land is now being redeveloped for residential and commercial industrial uses.



Historic Masonic Home in the hills above Union City

The 1920's to 40's

As the 20th Century progressed and the population of the Bay Area increased, Southern Alameda expanded both economically and residentially to accommodate this growth. Land in this Bay Area region remained relatively inexpensive, attracting a number of immigrant communities to the region including those of Spanish, Mexican, Japanese, and Portuguese

dissent. These immigrants established their homes in and near Decoto and Alvarado, and worked for local farmers, salt and sugar production facilities, as well as mill and other industrial work that came to dominate Southern Alameda County.

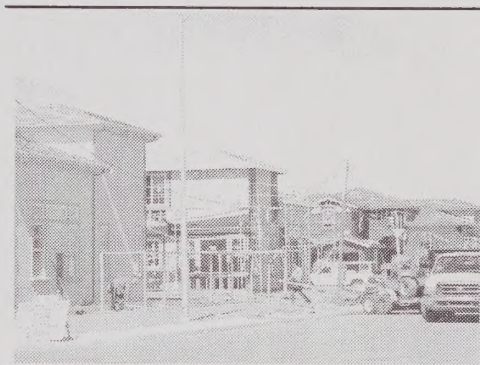
The 1950's to The 1990's

After World War II, Southern Alameda County flourished in population and industry. Until the war, the towns of Alvarado and Decoto were small with approximately 2,000 people in each community. By 1955 the towns of Hayward, Newark, and Fremont became incorporated with interest in expansion into Alvarado and Decoto. Fearing annexation from Hayward, the citizens of Decoto and Alvarado petitioned the Alameda County Board of Supervisors to incorporate New Haven, Alvarado, and Decoto into one town. On January 13, 1959, the Board approved the incorporation of Union City. Originally, the incorporated town had approximately 6,000 residents.

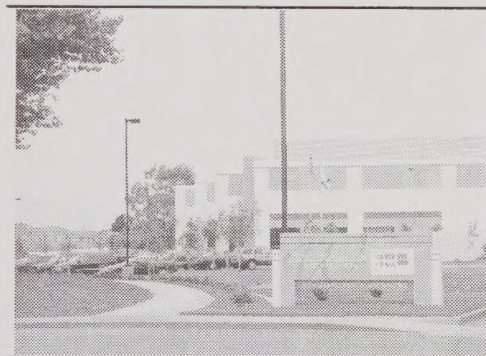
In 1962, the surrounding hills to the east were annexed into the city, increasing the population of Union City to approximately 7,000. At this time, Union City was still predominantly agricultural with residential development focused in the historic establishments of Alvarado and Decoto. Some industrial lands had begun to develop in the areas we now call the Alvarado Business Park and the DIPSA industrial area. During the 1960s and 70s, the land use pattern that is dominated by suburban, single-family home developments and industrial parks shaped much of Union City's land use pattern. By 1983 the population had grown to roughly 45,000. In 2000, Union City is the home to more than 67,000 residents.

Present Day Union City

Growth in the last ten years has been continuous in Union City. Between 1997 and 1999, 1,426 new homes have been approved and built. The area known as the Union Landing has been redeveloped in recent years to be a sub-regional entertainment and retail center along I-880. New development has continued to infill in the industrial parks and several local businesses have expanded significantly. A major planning effort is redefining the BART station area as a transit village with office, R & D, and residential uses.



New home construction



Willowbrook Business Center



Kaiser Permanente campus expansion of medical office building

ECONOMIC DEVELOPMENT ELEMENT

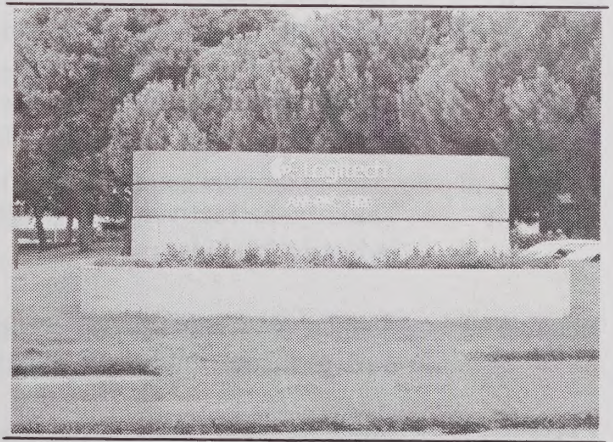
INTRODUCTION

A strong economic and fiscal base is critical to developing and maintaining Union City's prosperity. Union City has many locational advantages that make it a draw for business, including its potential as a transportation nexus; its location along the Nimitz Freeway (Interstate 880) and at the gateway of the Silicon Valley; and its proximity to Stanford, U.C. Berkeley, and Palo Alto venture capitalists.

This strategic location at the edge of Silicon Valley creates an opportunity for Union City to attract light industrial establishments which will create more job opportunities for local residents, reduce the need to commute, and diversify the local economy away from being a bedroom community and warehouse center. But, Union City has a limited supply of vacant land and lacks some of the amenities that are important to attract the desired economic base. It is important to note that Union City has made great strides over the last several years to add amenities to the community that are important to economic development, such as the construction of upscale housing, the expansion of restaurants and the construction of a new hotel. These amenities coupled with the city's diverse population and strong commitment to the local school system provide the community qualities needed to attract high-tech and corporate jobs.

Union City's economic development challenge is to balance its goal to expand its position within Silicon Valley with its need to create a stronger sense of community identity. The Economic Development Element addresses this balance by identifying a set of economic development goals, policies, and implementation programs that focus primarily on six business districts: Station District (encompassing Decoto Industrial Park, BART station, and the El Mercado, and Market Place shopping centers), the Central Technology Center (i.e., Central Bay Industrial Park), Alvarado Technology Center, Union Landing, the International Market Place (i.e., Four Corners), and the Mission Boulevard entryway corridor.

Other retail centers, business parks, and commercial corridors not specifically identified in the economic development goals, policies, and implementation steps are also important parts of the City's economy and future. But, the Economic Development Element suggests that private sector investment decisions and the City's normal zoning and permitting procedures will guide changes in these areas, and that City efforts to diversify its economy will focus primarily on the six key business districts.



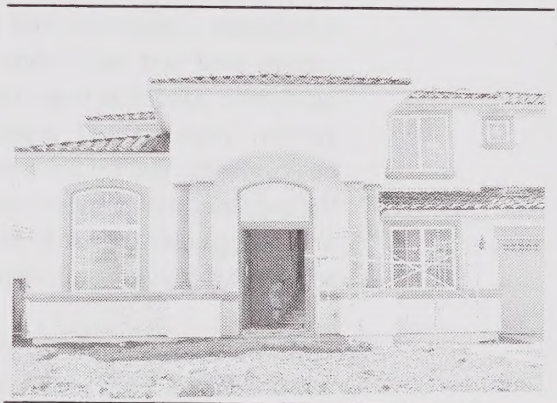
A sign in Union City showing the old and new economy businesses

A. CITYWIDE

Goal	To expand Union City's base of high quality jobs and retail shopping opportunities.
ED-A.1	

Policies

- ED-A.1.1 The City shall actively seek to attract small entrepreneurial start-up research and development firms.
- ED-A.1.2 The City shall promote development of a business incubator facility to accommodate entrepreneurial start-up research and development firms.
- ED-A.1.3 The City shall support the establishment of pedestrian-oriented neighborhood commercial and personal services in order to enhance Union City's attractiveness to the research and development workforce.
- ED-A.1.4 The City shall continue to encourage the development of upscale housing to help make the community attractive to Silicon Valley engineers and executives.
- ED-A.1.5 The City shall actively seek to attract light industrial companies to Union City.
- ED-A.1.6 The City shall seek to attract light industrial manufacturing uses to vacant parcels or redevelopment sites along Union City Boulevard (between Smith Street and the Hayward border), Central Technology Park, Alvarado Technology Park, and Station District.
- ED-A.1.7 The City shall encourage the conversion of existing warehouse space into light manufacturing and research and development space.
- ED-A.1.8 The City should use business incentives (including redevelopment tax increment revenues) to encourage light industry establishments to locate on appropriate sites in Union City.
- ED-A.1.9 The City shall actively seek to attract sales tax-generating uses to its technology centers and industrial/business parks.
- ED-A.1.10 The City shall encourage more job-intensive industries to locate in the community. The City shall seek high quality and higher paying jobs.
- ED-A.1.11 The City shall promote the development of communication infrastructure that benefit businesses and residences.



Home at Ponderosa Cove under construction

- ED-A.1.12 The City should discourage the encroachment of new housing immediately adjacent to light manufacturing firms and vacant lands earmarked for light manufacturing unless it can be integrally planned to function as a mixed-use unit.
- ED-A.1.13 The City shall support the expansion of specialty retail, specialty food stores, and restaurants to meet the preferences of Union City's ethnic consumers.
- ED-A.1.14 The City shall promote intensification and redevelopment of existing community shopping centers such as El Mercado, Union Square Market Place, and International Market Place (Four Corners) in lieu of creating new shopping centers to meet the growing demand for retail shopping opportunities for both the east and west sides of Union City.
- ED-A.1.15 The City shall use redevelopment tax increment revenues to finance facade and urban design improvements at neighborhood commercial centers, including improvements to signage, lighting, circulation, parking, and other consumer amenities.
- ED-A.1.16 The City, in collaboration with the Chamber of Commerce, local businesses and other representatives, shall, through the development and implementation of an Economic Development Strategic Marketing Plan, implement effective business retention and business attraction programs designed to preserve and enhance Union City's economic base. The Economic Development Strategic Marketing Plan shall reflect the goals and policies of the General Plan.
- ED-A.1.17 The City shall support the establishment of child care centers near high density commercial and light industrial districts in order to enhance Union City's attractiveness as a business destination.
- ED-A.1.18 The City shall support the development of home businesses, provided the businesses do not adversely impact the surrounding residential neighborhood.
- ED-A.1.19 The City shall actively attract a range of business types in order to minimize the need for residents to go to other cities for good and services.
- ED-A.1.20 The City shall consider parcel consolidation as a technique for providing sites for revenue-enhancing uses, especially along the northern Union City Boulevard corridor.
- ED-A.1.21 The City shall advocate, through the League of California Cities, changes in State laws that allow for balanced revenues from all types of land use.

Implementation Programs

- ED-A.1 The City Manager shall establish an Economic Development Action Team (EDAT) consisting of City staff, Chamber of Commerce and other representatives. The EDAT shall develop and implement an Economic Development Strategic Marketing Plan, which will include business attraction and retention strategies.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

- ED-A.2 The City shall ensure the availability of resources required to develop and distribute high quality marketing materials for use by staff, Chamber of Commerce, commercial real estate brokers and local businesses to attract new businesses to Union City, in accordance with the Economic Development Strategic Marketing Plan.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

- ED-A.3 The City shall ensure the availability of resources required to actively maintain and improve the City's Internet web page to include key development opportunity sites and buildings available in Union City, in accordance with the Economic Development Strategic Marketing Plan; the use of Geographic Information System (GIS) technology shall be evaluated and if feasible, incorporated into the City's Economic Development web page.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department
- ☐ Administrative Services Department (Management Information Systems)

Time Frame:

- ☐ FY 02-03

B. STATION DISTRICT

The greater Station District is the community's greatest opportunity for redevelopment of underutilized and vacant lands around the BART station. The District consists of three subareas that are delineated by rail tracks. The most northeasterly area is the interior of the existing Decoto Industrial Park and is bounded by the former Southern Pacific tracks to the southwest and single-family residences to the northeast.

This area is envisioned to support research and development campus (designated RDC). Many of the existing businesses have 30-year “longevity” agreements with the City Council. These agreements were developed based upon recommendations in the DIPSA Specific Plan.

Several of the properties, however, are undeveloped or underutilized parcels. Twenty-four acres of vacant land are located directly adjacent to the former Southern Pacific rail line (also the current Capital Corridor/Amtrak line). Several other parcels in the area are underutilized. The Air Liquide operation located on a seven-acre site on Decoto Road at 7th Street is considering relocating and the site appears prime for private redevelopment.

The central area of the Station District is bounded by the former Southern Pacific rail line to the northeast and Union Pacific/BART tracks to the southwest. This area includes the PG&E site and the PSSC site. PG&E is interested in redeveloping their lands with more intensive uses. The PSSC property is proposed to redevelop with residential and research and development/light industrial/office uses. Any development on the PSSC property will be a negotiated between the City, property owners, and the appointed Federal court representative.

The lands on the southwest side of the BART station are known as the BART property (the BART parking lot) and the Litke property (the bowling alley and the auto repairs businesses), which total approximately 20 acres. Litke is interested in redeveloping his property with a multi-family residential project. BART is interested in intensifying development on their site and is willing to explore joint development opportunities.

The BART station, located at the center of the Station District, is targeted for expansion into a major regional transit hub. The site currently serves BART, AC Transit, Dumbarton Express, and Union City Transit. The proposed development of an intermodal facility includes passenger rail service and improved bus transfer facilities. Essentially, this area will become a transit hub that connects the East Bay to Silicon Valley and the Peninsula, which will, in turn, stimulate more intensive residential, employment, and commercial development in the surrounding neighborhood.

The new intermodal facility centered on the BART station will create market conditions that attract new residents and knowledge-intensive firms that want to be located within walking distance of regional transit, eating and drinking establishments, fitness centers, and other support services important to the “new economy.”

In total, there are approximately 200 acres of lands in the greater Station District area. Approximately 150 acres are ripe for development or redevelopment over the twenty year life of the General Plan, including the vacant 24 acres in the Decoto Industrial Park, the PG&E, Air Liquide, PSSC, BART, and Litke properties.

Goal ED-B.1	To transform the Station District into a unique place that takes advantage of transit-oriented development opportunities.
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Policies

- ED-B.1.1 The City shall encourage higher intensity development by allowing additional employment, commercial, and residential space to be developed and redeveloped within walking distance of the intermodal facility.
- ED-B.1.2 The City shall support creation of expandable structured parking near the intermodal facility in order to promote more intensive use of the station.
- ED-B.1.3 The City shall improve pedestrian access (e.g., constructing a pedestrian overpass or underpass) to the intermodal facility and improve the traffic management and urban design of the properties surrounding the intermodal facility.
- ED-B.1.4 The City shall seek businesses that take advantage of public transit.

Goal ED-B.2	To take a proactive planned approach to the development and redevelopment of the Station District.
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Policies

- ED-B.2.1 The City shall take a leadership role in guiding the development and redevelopment of the Station District, including the Decoto Industrial Park, the intermodal facility, and adjacent commercial and residential properties.
- ED-B.2.2 The City shall take a leadership role in transforming the Decoto Industrial Park into a light industrial business park in the area bounded by 7th Street, the Southern Pacific railroad tracks, Decoto Road and the proposed SR 84 right-of-way. The development of new housing immediately adjacent to the light industrial business park should be discouraged without the preparation of a design plan that takes into account appropriate buffering between such uses.

Goal ED-B.3	To attract business tenants and developers to invest and implement the City's economic development objectives.
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Policies

- ED-B.3.1 The City shall identify and select developers willing to invest and implement the agreed upon vision presented in the General Plan and Economic Development Strategy.
- ED-B.3.2 The City shall invest its resources in a public/private partnership with developers to attract business to the Station District.

- ED-B.3.3 The City shall use business incentives (including redevelopment tax increment revenues) to achieve City objectives within the Station District.
- ED-B.3.4 The City shall identify Federal, State, local and other public funding sources to make required infrastructure and circulation improvements within the Station District.

Implementation Programs

- ED-B.1 The City shall use redevelopment tax increment revenues to improve pedestrian access to and from the intermodal facility. Other borrowing sources, such as municipal bonds, should be considered if tax increment revenues are insufficient. The following types of improvements should be funded:

- a. Construction of a pedestrian connection with access to both sides of the BART tracks; and
- b. Improved lighting, sidewalks, and pedestrian access ways to and from the intermodal facility.

Responsibility:

- ☐ Community Redevelopment Agency
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

- ED-B.2 The City shall identify and aggressively seek external sources of public funding to finance infrastructure and circulation improvements including additional parking within the Station District.

Responsibility:

- ☐ Community Redevelopment Agency
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

- ED-B.3 When appropriate, the City shall issue developer requests for proposals to implement General Plan objectives for the Station District. Appropriate tax increment revenues shall be used to help ensure that implementation is financially feasible.

Responsibility:

- ☐ Community Redevelopment Agency
- ☐ Community Development Department

Time Frame:

- ☐ As needed

C. CENTRAL TECHNOLOGY CENTER AND ALVARADO TECHNOLOGY CENTER

The Central Technology Center, otherwise known as the Central Bay Industrial Park, covers 320 acres which are mostly built out and occupied by a mix of light industrial, food processing, warehouse, and high technology firms. The Central Technology Center is the busiest and most employment-intensive business park in Union City. A few small sites are available for infill development. Tenant turnover creates opportunities for property upgrades and building reuse.

The Alvarado Technology Center, located in the northwest part of Union City, is the second largest business park. Most of the current uses at this site consist of light industrial and warehousing. Most of the nearly 214-acre area is built out, with only 16 acres that are considered vacant or underutilized. Similar to the Central Technology Center, this area represents one of the City's best opportunities for conversion to employment-intensive uses such as research and development.

One of Union City's long-term economic development challenges is to manage the transformation of these areas into true technology centers with expanded buyer and supplier linkages to Silicon Valley firms. Firms that supply San Mateo and Santa Clara County technology companies are primary targets to attract to Union City. The transformation of these areas into true technology centers requires retrofitting entire business centers, not just individual buildings. The development of a range of support services such as cafes, restaurants, and health clubs should enhance the success of the Central Technology Center and Alvarado Technology Center.



*Crossroads Technology Park at Whipple Road and
Union City Boulevard*

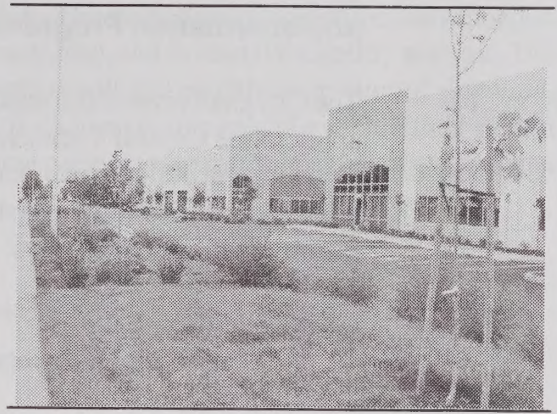
Goal	To actively attract new business establishments to the Central
ED-C.1	Technology Center and the Alvarado Technology Center with a focus
	on Silicon Valley firms seeking lower land costs.

Policies

- ED-C.1.1 The City shall seek to attract firms to the Central Technology Center and the Alvarado Technology Center and not rely solely on the efforts of private real estate brokers. Instead, the City should adopt a proactive effort to market vacant parcels and available buildings to the types of firms that meet local economic development objectives.

ED-C.1.2 The City shall develop and maintain a database of warehouse and light industrial buildings available for reuse and redevelopment.

ED-C.1.3 The City should encourage additional business support services to be developed within the Central Technology Center and the Alvarado Technology Center such as food-oriented retail services, childcare services, and health clubs. Business support services should be clustered strategically within the technology centers.



New industrial space in Central Bay Technology Center

Goal	To support the conversion of warehouses to light industrial, research and development, or other higher-intensity employment uses.
ED-C.2	

Policies

- ED-C.2.1 The City shall promote the conversion of warehouse buildings into more employment-intensive light industrial and research and development facilities.
- ED-C.2.2 The City shall work with property owners and businesses to devise solutions to parking problems caused by warehouse conversion into more employment-intensive uses. Allowance for offsite parking, shared parking, and increased transit services should be considered.
- ED-C.2.3 The City shall establish express transit connections from the Central Technology Park and the Alvarado Technology Center to the intermodal facility.

Goal	To develop a business incubator facility that can accommodate technology industry start-ups and better link Union City to Silicon Valley.
ED-C.3	

Policies

- ED-C.3.1 The City shall prepare a business incubator feasibility study.
- ED-C.3.2 The City shall identify a site within the Central Technology Center where an existing facility could be purchased and retrofitted, or where a build-to-suit incubator could be constructed.

Implementation Programs

- ED-C.1 The City shall review and make appropriate zoning and permit requirement changes as they apply to the Central Technology Center and Alvarado Technology Center regarding the development of flex space along with additional business support services. This includes the allowance of building conversion for additional support services such as food oriented retail, health, childcare, and others.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

- ED-C.2 The City shall study the feasibility of warehouse conversion. A warehouse-building owner within the Central Technology Center or Alvarado Technology Center could be identified to offer his/her facility for a study prototype, and the City should study the feasibility of converting the facility to light industrial or other employment-intensive uses. The results should be marketed to potential investors.

Responsibility:

- ☐ Community Development Department

- ☐ Economic Development Coordinator

Time Frame:

- ☐ FY 02-03

- ED-C.3 The City shall continue to collect data on available industrial properties. The data shall be supplemented by an inventory of warehouse buildings that could be made available and potentially converted or demolished to make way for higher intensity employment uses.

Responsibility:

- ☐ Economic Development Department

Time Frame:

- ☐ FY 02-03

- ED-C.4 The City shall study and recommend solutions for parking problems caused by warehouse conversion to more employment-intensive uses. Allowance for off-site parking, shared parking, and increased transit services should be considered.

Responsibility:

- ☐ Community Development Department

- ☐ Economic Development Coordinator

Time Frame:

- ☐ FY 02-03

- ED-C.5 The City shall prepare a business incubator study. The study should include the identification of possible sites, tenant prospects, a management plan, and financial feasibility analysis. The study should also explore potential collaborations with the neighboring cities of Hayward, Fremont, and Newark since the facility will likely need public subsidies. The study should also identify potential private sector investment partners who can help develop and manage the incubator facility.

Responsibility:

- ☐ Economic Development Department

Time Frame:

- ☐ FY 02-03

- ED-C.6 The City shall make it the responsibility of the City's economic development coordinator to attract new business and ensure the full build-out of the Central Technology Center and Alvarado Technology Center.

Responsibility:

- ☐ Economic Development Department

Time Frame:

- ☐ Ongoing

D. UNION LANDING

The development of Union Landing adjacent to Interstate 880 puts Union City on the regional retail map. Currently (February 2001), the 104-acre site has yet to be fully built out with approximately 75 percent that has been developed. The existing commercial uses are anchored by a 25-screen Century Theater complex, a 150,000 square foot Wal-Mart store, and a 66,000 square foot Albertson's supermarket. The properties with direct access to the I-880 freeway will soon accommodate a new Lowes and Best Buy, which will transform Union Landing into a power center with multiple anchor tenants. The economic development challenge for this area involves managing the full build-out and ensuring that the area remains competitive as a regional retail destination.



Century 25 Theater in Union Landing

Goal	To ensure the full build out of Union Landing to include a mix of
ED-D.1	businesses.

Policies

- ED-D.1.1 The City shall continue to attract business to Union Landing's available properties.

- ED-D.1.2 The City may include some non-retail business in the mix for Union Landing. For example, a multiple-story office building may fit well with existing retailers, and provide retailers with an additional pool of daytime retail shoppers.

Goal	To ensure that Union Landing remains a retail destination that is
ED-D.2	competitive in the regional market place.

Policies

- ED-D.2.1 The City shall use available resources to increase developer fees and tax increment revenues to finance infrastructure, urban design, parking, traffic management, and pedestrian flow improvements to Union Landing. Ongoing investment in the facilities and infrastructure will be needed to ensure that the area adapts to changing market conditions and remains attractive as a regional retail destination.
- ED-D.2.2 The City shall target sub-regional commercial uses as opposed to community retail uses in Union Landing.
- ED-D.2.3 The City shall actively seek to attract sales tax-generating uses to Union Landing.
- ED-D.2.4 The City shall establish express transit connections from Union Landing to the intermodal facility.

Implementation Programs

- ED-D.1 The City shall make it the responsibility of the City's economic development coordinator to attract new business and ensure the full build-out of Union Landing.

Responsibility:

- ☐ Economic Development Department

Time Frame:

- ☐ Ongoing

- ED-D.2 The City shall continue to negotiate with property owners and tenants for parking, urban design, and circulation improvements to ensure that Union Landing changes over time in order to remain competitive.

Responsibility:

- ☐ Community Development Department

- ☐ Public Works Department

Time Frame:

- ☐ Ongoing

E. INTERNATIONAL MARKET PLACE

Located at the intersection of Alvarado Boulevard and Dyer Street are four community and neighborhood shopping centers commonly known as the Four Corners. The area is anchored by the International Market, Rite Aid, Fremont Bank, three service stations, two free-standing fast food restaurants, and about a dozen Asian restaurants and specialty stores.

The economic development goal for this area is to transform Four Corners into the International Market Place, which will take advantage of Union City's ethnic diversity. A successful transformation of this area will require a substantial amount of new private and public investment.

Goal ED-E.1	To expand private investment to develop additional retail space at the International Market Place.
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Policies

- ED-E.1.1 The City shall promote more intensive development of the four neighborhood shopping centers to transform them into the International Market Place.
- ED-E.1.2 The City shall seek existing property owners and/or a private developer as a partner to redevelop the area and build additional retail space.
- ED-E.1.3 The City shall initiate an effort to improve the urban design and signage that will connect the four neighborhood shopping centers as the International Market Place.
- ED-E.1.4 The City shall improve the off-site infrastructure and circulation systems providing access to and from the International Market Place.
- ED-E.1.5 The City shall consider using Redevelopment Agency funds, when necessary, in order to stimulate private investment.

Goal ED-E.2	To attract international food and other new retailers to the International Market Place so that consumers from throughout the region will shop in the area.
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Policies

- ED-E.2.1 The City shall promote and guide the development and redevelopment of the International Market Place.
- ED-E.2.2 The City shall make it the responsibility of the City's economic development coordinator to attract ethnic-oriented anchor stores and other complementary tenants to the International Market Place.



International Market at Four Corners

- ED-E.2.3 The City shall ensure that parking and zoning regulations guiding the redevelopment of the International Market Place will enhance a developer's ability to create additional retail space.
- ED-E.2.4 The City shall establish express transit connections from the International Market Place to the intermodal facility.

Implementation Programs

- ED-E.1 The City shall issue a request for proposal for a developer to reconfigure and add retail space to the International Market Place.

Responsibility:

- ☐ Community Development Department
- ☐ City Manager's Office

Time Frame:

- ☐ FY 02-03

- ED-E.2 The City shall study ways to develop more intensively the International Market Place. The study should address ways to mitigate problems associated with more intensive development.

Responsibility:

- ☐ Community Development Department
- ☐ City Manager's Office

Time Frame:

- ☐ FY 02-03

- ED-E.3 The City shall study ways to improve transit connections to the intermodal facility from within Union City and the region.

Responsibility:

- ☐ Community Development Department
- ☐ Union City Transit
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03

- ED-E.4 The City shall strive to attract ethnic-oriented anchor stores and other complementary tenants to the International Market Place.

Responsibility:

- ☐ Economic Development Coordinator

Time Frame:

- ☐ Ongoing

F. MISSION BOULEVARD

The area along Mission Boulevard between Decoto Road and the Hayward city boundary is a key entryway corridor for Union City. The corridor is characterized by poorly maintained, underutilized commercial buildings, a trailer park, and scattered housing sites. It is the City's intention to transform this corridor so that it becomes a visibly distinctive gateway into Union City from Hayward.

Goal	To upgrade the appearance and economic vitality of Mission Boulevard
ED-F.1	between the Hayward boundary and Decoto Road.

Policies

- ED-F.1.1 If necessary, the City shall use eminent domain powers to implement an upgrade of this area.
- ED-F.1.2 The City should ensure completion of the Redevelopment Plan update process that is currently underway.

Implementation Programs

- ED-F.1 The City shall prepare an implementation plan that would prioritize and set a schedule for the public improvements identified in the Redevelopment Plan. The implementation plan would also identify any public/private partnerships that are key to the revitalization effort.

Responsibility:

- ☐ Community Development Department
- ☐ Community Redevelopment Agency

Time Frame:

- ☐ FY 02-03

YOUTH, FAMILY, SENIORS, AND HEALTH ELEMENT

INTRODUCTION

Union City has identified services and programs for youth, families and seniors as key to the community's quality of life. Over the past decade, one of Union City's high priorities has been expansion of existing services and development of new programs to meet the special needs of its residents. Union City currently has both larger family size relative to its neighbors and a large youth population under age 18. In addition, the number of seniors is growing. Union City faces unique challenges in sustaining existing programs and developing new service and delivery systems. New and expanded services for seniors, such as adult daycare, are needed. There is increasing demand for affordable quality childcare, especially for infants. Assistance is needed for working families who may care for both children and seniors. Union City recognizes the benefit of working in partnership with others groups and organizations that provide social services to the community.

While the need for increased social services grows as the population increases, Union City currently (2001) assists several community-based organizations that provide health, education and social services, including , but not limited to:

- Filipinos for Affirmative Action
- Spectrum Community Services
- International Institute of the East Bay
- Tri-City Homeless Coalition
- Shelter Against Violent Environments
- City of Fremont Senior Support
- Centro de Servicios
- Union City Police Activities League
- TCCC - Early Intervention Program
- TCCC - Teen Parent Program
- Tri-City Volunteers
- St. Joseph's Center for the Deaf
- Easter Seals/Alzheimer Care
- Bay Area Community Services
- Life Elder Care
- Housing Authority/HOPE Program
- Union City Historical Museum

These community service organizations, along with other public and private service organizations, such as Kaiser Permanente, St. Rose Hospital, the Red Cross and Tiburcio Vasquez Health Center and the City of Union City Leisure Services Department currently provide services for youth, seniors, and families. Most health care and social services are provided through private and non-profit organizations. The Leisure Services Department focuses primarily on recreational, educational and after-school care/extended day care needs. Some health screening services are provided through the Senior Center as well as

the Union City Fire Department. Additionally, the Community Resource Centers that are managed by the Police Department provide recreational and educational programs with the assistance of the Leisure Services Department.

Faith-based organizations and community groups also fill a need in providing a wide range of services to their congregations and the community, including recreation programs, education programs, schools, childcare and senior care, and family enrichment programs. Community groups also address the needs of the city's culturally diverse population



Kennedy Park playground

A. GENERAL

Goal	To continue to place high priority on programs and facilities that serve youth, families, and seniors.
YFSH-A.1	

Policies

- YFSH-A.1.1 The City shall continue to support the extensive recreation programs and facilities operated by the Leisure Services Department.
- YFSH-A.1.2 The City shall continue to use public funds to assist community and health services provided by non-profit agencies.
- YFSH-A.1.3 The City shall continue to support the extensive collaboration among the New Haven School District, the Leisure Services Department, and non-profit organizations in providing services to the community.
- YFSH-A.1.4 The City shall continue to seek to establish new collaborations with other agencies and private non-profit organizations in order to meet the needs of youth, families, seniors, and the disabled.

Implementation Programs

None beyond existing programs.

B. YOUTH AND FAMILIES

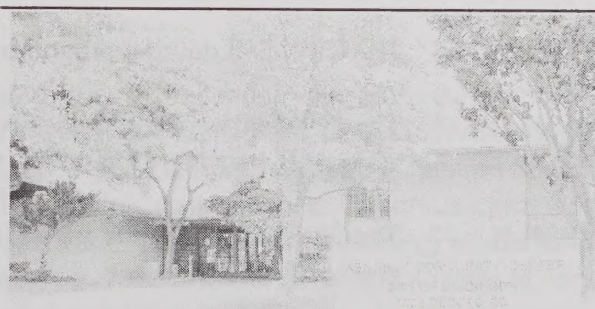
Union City has the highest count of persons per household among cities in Alameda County. This statistic not only reflects a large youth population, but also extended families that may live in one home. In many households with children, both parents are working, which requires families to use before and after school care provided by the City's Leisure Services Department in coordination with New Haven Unified School District. For families with children under five, daycare is provided through the private sector (private organizations or family daycare), NHUSD (in partnership with Tri-Cities Children's Center) and other public agencies (Head Start). All of these facilities are required to meet the standards of Community Care Licensing.

Within city government, the Leisure Services Department takes the lead in serving the recreational, educational and daycare (after school and extended care) needs of youth and families through extensive programing and partnerships with NHUSD, other city departments, and outside organizations.

Goal	To meet the quality of life needs of Union City's youth and families
YFSH-B.1	through recreational, educational, housing, health care and child care opportunities.

Policies

- YFSH-B.1.1 The City shall periodically assess the city's entertainment/recreation resources for children to ensure that their needs are being met.
- YFSH-B.1.2 The City shall continue to publish the Leisure Services Department Activity Guide to notify children and their parents of new and existing recreational facilities and programs. The City should also use newsletters and the City's web page to publicize programs for children.
- YFSH-B.1.3 The City shall promote and expand current programs in arts, drama, and performing arts with a multi-cultural emphasis.
- YFSH-B.1.4 The City shall promote new youth projects and programs such as tutoring for grades 6-12, youth occupational training, youth mentoring, and school readiness for pre-school aged children.
- YFSH-B.1.5 The City shall continue to provide programs for at-risk youth.
- YFSH-B.1.6 The City shall provide access to City programs for the disabled population.



Kennedy Community Center

YFSH-B.1.7 The City shall ensure that there is adequate public transit service to recreational facilities in Union City.

YFSH-B.1.8 The City shall strive to expand its efforts of collaboration with the New Haven Unified School District to better serve youth and the neighborhoods in which schools are located.

YFSH-B.1.9 The City shall work with faith-based organizations in the community to expand children-oriented services to the youth of Union City.

YFSH-B.1.10 The City should work with the NHUSD and private educational facilities to provide extended hours of childcare.

YFSH-B.1.11 The City shall continue to provide after school and extended daycare programs year-round through before and after school care and day camps in the summer and during holidays and vacations.

YFSH-B.1.12 The City shall consider the impact of residential and commercial development projects (exceeding specific size thresholds) on the supply of child care. Mitigation may take the form of providing on-site or off-site facilities, in-lieu fees to provide facilities and/or supplement child care provider training; or other measures to address supply, affordability or quality child care.

YFSH-B.1.13 When reviewing applications for land use designation changes (i.e., zone change, General Plan Amendment, specific plan amendment), the City shall thoroughly analyze the impacts of the proposed changes on the licensed child care system.

YFSH-B.1.14 The City shall support Tiburcio Vasquez Health Clinic in their efforts to provide health services to youth, teens, and families.

YFSH-B.1.15 The City shall develop programs to promote unity within the community.

YFSH-B.1.16 The City shall implement the provisions of the affordable housing ordinance and support the affordable housing for families, seniors, and the disabled.

YFSH-B.1.17 The City shall continue to support organizations which provides a unique curriculum for local youth.

YFSH-B.1.18 The City shall investigate opportunities to establish a drop-in center with tools and equipment for various types of use such as auto mechanics, picture framing, wood working, and other hobbies.



James Logan High School

Implementation Programs

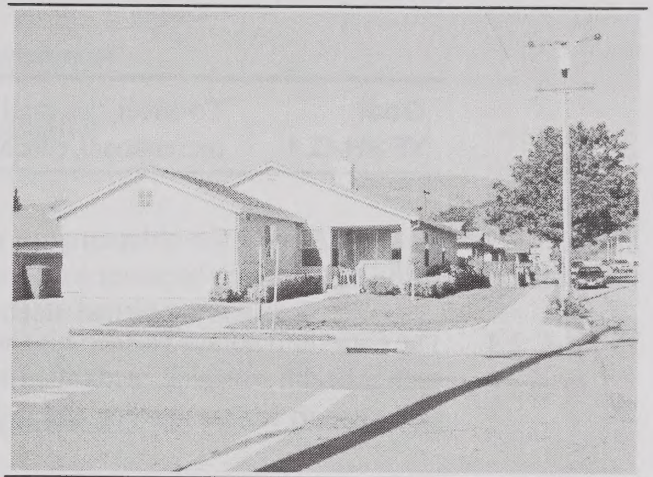
- YFSH-B.1 As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable family housing on scattered sites throughout the community to implement the affordable housing ordinance.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03



Affordable family housing developed by the City

- YFSH-B.2 The City shall periodically update the Parks and Recreation Master Plan to evaluate the entertainment and recreational needs of children.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ Ongoing

- YFSH-B.3 The City shall work with community organizations in the community to expand children-oriented service to youth of Union City.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ Ongoing

C. SENIORS

Union City's senior population will continue to grow in the coming years as the current "baby boom" population ages. By 2020 the senior population is expected increase to approximately 13,000 people. In November 1998, the City opened the Ralph and Mary Ruggieri Senior Center. The facility, which is operated by Union City Leisure Services Department, provides extensive programs to serve the senior population, such as health screening, educational classes, recreational classes, and a lunch program. In addition, the City built 45 units of very low income senior housing directly west of the senior center. The last phase of this senior housing complex will add an additional 133 units. The private sector has successfully constructed low income senior housing at the corner of Decoto and Perry Roads. In addition, the Alameda County Housing Authority operates 100 senior units in Union City.

Although Union City has significantly expanded senior services and senior housing in the last several years, demand for senior services continues to grow.

Goal	To meet the quality of life needs of Union City's seniors through recreational, educational, housing, health care and day care opportunities.
YFSH-C.1	

Policies

- YFSH-C.1.1 The City shall pursue partnerships with local health service providers to provide programs such as health screening, medication monitoring, senior abuse education/prevention, adult day care/support for care givers, and in-home assistance.
- YFSH-C.1.2 The City shall periodically assess the city's entertainment/recreation resources for seniors to ensure that their needs are being met.
- YFSH-C.1.3 The City shall ensure that information on assisted living and affordable housing programs is readily available throughout the city.
- YFSH-C.1.4 The City shall ensure that public transit services are provided at or near senior housing.
- YFSH-C.1.5 The City shall facilitate the development of a range of housing types, including affordable housing, independent living and assisted living for Union City seniors.
- YFSH-C.1.6 As appropriate, the City shall establish a partnership with the Alameda County Housing Authority to build affordable senior housing on scattered sites throughout the city and implement the affordable housing ordinance.
- YFSH-C.1.7 The City shall encourage the development of senior daycare facilities in appropriate areas in the community.

Implementation Programs

- YFSH-C.1 The City shall build Phase Three of the Senior Village on Alvarado-Niles Road.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02- 03



Ruggieri Senior Center (foreground) and Rosewood Terrace senior housing

YFSH-C.2 The City shall update its Guide to Senior Services.

Responsibility:

☐ Community Development Department

Time Frame:

☐ FY 02-03, every two years thereafter

YFSH-C.3 As appropriate, the City shall create a partnership with the Alameda County Housing Authority to build affordable senior housing on scattered sites throughout the community and implement the provisions of the affordable housing ordinance.

Responsibility:

☐ Community Development Department

Time Frame:

☐ FY 02-03

D. COMMUNITY PROGRAMS

Union City Leisure Services Department offers a variety of programs for families, youth, and seniors. The programs for youth and families includes preschool programs for tots age 3-5, day camps for children during the summer, holidays and vacations, an aquatics program through the Dan Oden Swim Complex on the Logan High School campus, youth sports, and after school programs for middle school students. Tutoring and mentor programs are also provided. The programming for seniors is equally extensive and designed to meet the needs of older adults including, health screening, educational classes (computer training, painting and nutrition), recreational classes (dance and yoga) and a lunch program. The City also coordinates and partners with several other agencies and organizations, including NHUSD, the Community Resource Center, the Police Activities League (PAL), the Union City Historical Museum and faith-based organizations to name a few. These partnerships generally provide a wide variety of sports and recreation programs for youth.

The City also contributes to several service organizations that provide social programs in the community, such as Centro de Servicios, the Tri-City Homeless Coalition, and City of Fremont Senior support. Some of these agencies are community based, such as Centro de Servicios, other agencies provide service to a regional area.

Goal	To maintain and develop new community programs that serve the needs
YFSH-D.1	of Union City's growing community.

Policies

YFSH-D.1.1 The City shall continually adapt its programs to meet changing community needs and create new programs to serve youth (ages 6-12), teens (ages 13-19), and seniors.

- YFSH-D.1.2 The City shall continue the community policing program and utilize the Park Rangers in coordination with the Police Department.
- YFSH-D.1.3 The City shall facilitate the collaboration and cooperation among various neighborhoods through the Neighborhood Preservation Program.
- YFSH-D.1.4 The City shall provide information about available social and community services through the citywide newsletter, special pamphlets, the Leisure Services Activity Guide, the City's web site, and the City Cable Channel.
- YFSH-D.1.5 The City shall develop through the Fire Department a new program combining fire protection, medical emergency response, and community-based health services.
- YFSH-D.1.6 As appropriate, the City shall partner with community and non-profit organizations to provide health, housing, educational and other social services.
- YFSH-D.1.7 The City shall provide targeted funding for community-based social service programs and support grant writing efforts that can leverage city funds.
- YFSH-D.1.8 The City shall provide recreational and supervisory training to community and cultural groups to improve the quality and quantity of their recreation programs.
- YFSH-D.1.9 The City shall continue to provide programming for the Community Resource Centers.
- YFSH-D.1.10 The City shall collaborate with the Union City Historical Museum to provide educational services in the presentation of Union City history to residents and an outreach program to schools.
- YFSH-D.1.11 The City shall encourage cooperation among community based organizations.
- YFSH-D.1.12 The City shall promote the city's history and culture through the Union City Historical Museum.

Implementation Programs

- YFSH-D.1 The City shall update the City's web site to include a list of local social and community services phone numbers, addresses, and contacts.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department
- ☐ City Manager's Office

Time Frame:

- ☐ FY 02-03

- YFSH-D.2 The City shall create a brochure to promote the health service programs of Tiburcio Vasquez.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department
- ☐ City Manager's Office

Time Frame:

- ☐ FY 02-03

- YFSH-D.3 The City shall develop through the Fire Department a new program combining fire protection, medical emergency response, and community-based health services in conjunction with the Alameda County Emergency Medical Services

Responsibility:

- ☐ Fire Department

Time Frame:

- ☐ FY 02-03, 03-04

- YFSH-D.4 The City shall create a brochure through the Union City Historical Museum to promote Union City's history.

Responsibility:

- ☐ Community Development Department
- ☐ City Manager's Office
- ☐ Union City Historical Museum

Time Frame:

- ☐ FY 02-03



Union City Historical Museum in Old Alvarado on Smith Street

E. PARKS AND PRIVATE RECREATION AREAS

Union City's recreational opportunities are provided by both public and private entities and include a variety of recreational programs and facilities for citizens of all ages.

The City's urbanized area contains a variety of parks, sports fields, community facilities, trails, and open space areas. The City maintains a system of 25 parks that range from small mini-parks to larger community parks. The smaller mini-parks are used to address limited or unique recreational needs and provide low-use recreational facilities such as picnic sites and play equipment. The larger community parks provide recreational opportunities for more active-uses and include court areas, multi-use sports fields, and performance areas.

Recreational programs within the Planning Area are also provided by a variety of private organizations and facilities including local churches, homeowners associations, apartment complexes, and private health clubs or recreation centers. Examples of these facilities include the Church of Jesus Christ of Latter Day Saints on Alvarado-Niles Road, which

owns and manages a small Little League-sized baseball diamond, and the El Dorado and Contempo housing complexes, which maintain small house pools.

Union City completed a Parks and Recreation Master Plan in 1999. Included in the master plan is a detailed inventory of existing facilities. The City maintains parks with a wide range of outdoor facilities such as sports fields, tennis courts and playgrounds, and community facilities (such as City Hall, Kennedy, Holly, Teen Workshop, Teen Center, and the Senior Center). As the community continues to grow, the pressure on existing community facilities will also grow. Over time, the City will need to find ways to maximize the existing facilities, and build or acquire new facilities to address the needs of the population.

Goal	To provide parks and facilities that serve the diverse needs of the city's
YFSH-E.1	growing population.

Policies

- YFSH-E.1.1 The City shall anticipate the city's growth and strive to meet growing recreational needs of residents and their neighborhoods through the acquisition of land for the addition of new parks and recreation facilities.
- YFSH-E.1.2 The City shall continue to base its planning on three acres for each 1,000 residents to be devoted to neighborhood and community park and recreation purposes.
- YFSH-E.1.3 The City shall commit to increasing the number and/or size of neighborhood and/or citywide parks.
- YFSH-E.1.4 The City should consider Turk Island as a possible park or recreational site.
- YFSH-E.1.5 The City should work with appropriate regional and local agencies to expand recreational uses west of Union City Boulevard.
- YFSH-E.1.6 The City shall construct an indoor gym.
- YFSH-E.1.7 The City shall build a skate park.
- YFSH-E.1.8 The City shall provide, evaluate, and plan for the development of a youth center, community pool, park restrooms, indoor gyms, arts facilities, libraries, child care centers, community centers, interpretive centers, and additional outdoor facilities to meet the growing needs of the community.
- YFSH-E.1.9 The City shall continue to plan for development of new trails and bike paths and the completion of existing facilities.

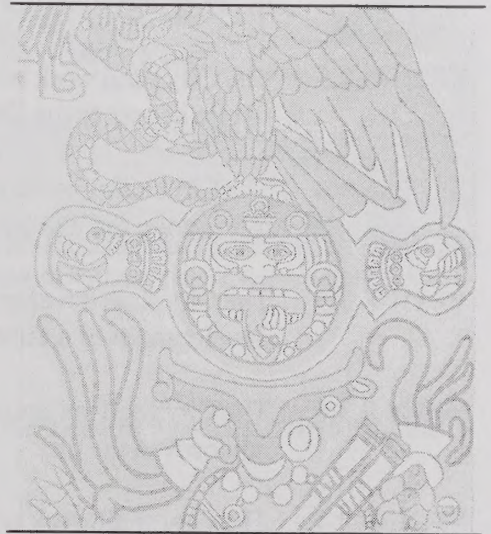


Old Alameda Creek trail near Almaden Boulevard

- YFSH-E.1.10 The City shall actively pursue methods to finance the development of new facilities through park-in-lieu fees, grants, and residential impact fees.
- YFSH-E.1.11 The City shall prepare a capital improvements program for parks acquisition and development.
- YFSH-E.1.12 The City shall pursue possible partnerships with other agencies and/or community organizations, such as faith-based organizations, to maximize accessibility of recreational facilities.
- YFSH-E.1.13 The City shall support the construction of a performing arts center and make it available for community use.
- YFSH-E.1.14 The City shall explore creating an additional dog park on the west side of town.
- YFSH-E.1.15 The City shall assess whether existing park sites are adequate in meeting resident demand and when appropriate, identify future parks sites.

Goal	To ensure that programs reflect the needs of the community and facilities
YFSH-E.2	will be available to all residents.

- YFSH-E.2.1 The City shall provide recreational programs that are appropriate to a wide variety of ages and cultural groups.
- YFSH-E.2.2 The City shall promote cultural understanding and awareness by creating activities that reflect the cultural diversity of the Union City community.
- YFSH-E.2.3 The City shall plan to add an arts program component.
- YFSH-E.2.4 The City shall strive to make all residents aware of its parks, programs, and facilities.
- YFSH-E.2.5 The City shall act as an information and referral source for parks and leisure services in order to provide its residents with as many choices as possible.
- YFSH-E.2.6 The City shall continue to make all programs available regardless of participants ability to pay through scholarships, fee waivers, program cost underwriting and other available methods.
- YFSH-E.2.7 The City shall provide recreation programs accessible to those with disabilities as mandated by State and Federal regulations.



Mural at Teen Center, Mission Boulevard

- YFSH-E.2.8 The City shall strive to develop community-wide indoor/outdoor sports facilities to meet the community's needs, including seniors and the disabled. The facilities need not be centralized on one site.
- YFSH-E.2.9 The City shall use its Revolving Enterprise Fund (REF) to expand and grow fee-based programs.
- YFSH-E.2.10 The City shall collaborate with schools to use facilities to accommodate expanding programs.
- YFSH-E.2.11 The City shall continue to support the Sports Advisory Committee that will help deal with all issues related to Union City sports.
- YFSH-E.2.12 The City shall coordinate programs with transit service to ensure access, especially for youth and seniors.
- YFSH-E.2.13 The City shall create a set of priorities for improvements based on a periodic needs assessment and on resident requests as part of the Parks and Recreation Master Plan review process.

Goal	To establish collaborations with other agencies and private and non-profit organizations.
YFSH-E.3	

Policies

- YFSH-E.3.1 The City shall help residents gain access to programs and facilities throughout Union City.
- YFSH-E.3.2 The City shall expand its efforts of collaboration with the New Haven Unified School District to better serve youth and the neighborhoods in which schools are located.
- YFSH-E.3.3 The City shall work with the NHUSD to develop parks adjacent to new schools and expand public access to the District gyms and swimming facilities.
- YFSH-E.3.4 The City shall provide recreational and supervisory training to community and cultural groups to improve the quality and quantity of their recreation programs.
- YFSH-E.3.5 The City shall develop new collaborations with local artists and cultural groups through the development of a cultural arts program and facility.
- YFSH-E.3.6 The City shall pursue partnerships with other agencies to provide additional parkland in and adjacent to the city.
- YFSH-E.3.7 The City shall work with faith-based organizations in the community to expand services to youth.

Goal
YFSH-E.4

To ensure on-going maintenance of parks throughout Union City.

Policies

- YFSH-E.4.1 The City shall review maintenance standards regularly to ensure compliance with mandated safety regulations.
- YFSH-E.4.2 The City shall adopt a set of guidelines that recognizes the life span of various park components and creates a time line for replacement.
- YFSH-E.4.3 The City shall strive in the budget process to allocate funds for capital improvements, operations and maintenance, to accommodate City standards for parks and community facilities.
- YFSH-E.4.4 The City shall adopt a facilities and equipment maintenance and replacement policy that addresses the need to protect the City's investment in parks and buildings.

Implementation Programs

- YFSH-E.1 The City shall develop a five-year implementation strategy (including , but not limited to capital improvements for park acquisition and development) that is updated in the budget process.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

- YFSH-E.2 The City shall continue to update the community reference section to the Leisure Services Activity Guide.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ On-going

- YFSH-E.3 The City shall add the transit map and schedule to the Leisure Services Activity Guide.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03



Playground at William Cann Civic Center Park

YFSH-E.4 The City shall produce a trail and bike route map for public distribution.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

YFSH-E.5 The City shall produce a park and facility amenities map for public distribution.

Responsibility:

- ☐ Leisure Services Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

YFSH-E.6 The City shall explore possible funding sources to acquire more parkland to meet the goal of three acres per 1,000 residents.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ On-going

YFSH-E.7 The City shall monitor the ongoing maintenance of the Turk Island landfill and prepare a plan for eventual acquisition and development of the property for active and/or passive recreation.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ On-going

YFSH-E.8 The City shall construct a gymnasium.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ FY 02-03

YFSH-E.9 The City shall build a skate park.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ FY 02-03

- YFSH-E.10 The City shall construct a youth center at a location central to the users. The City should evaluate placing the facility adjacent to the proposed gymnasium.

Responsibility:

☐ Leisure Services Department

Time Frame:

☐ FY 04-05

- YFSH-E.11 The City shall explore expanding swimming opportunities by building an indoor swimming facility.

Responsibility:

☐ Leisure Services Department

Time Frame:

☐ FY 04-05

- YFSH-E.12 The City shall construct an interpretive center adjacent to the wetlands in the 511 Area.

Responsibility:

☐ Leisure Services Department

Time Frame:

☐ FY 04-05

F. HEALTH CARE FACILITIES AND SERVICES

Union City is served by regional and local medical providers. Regional providers include Kaiser Permanente in Hayward and Union City, St. Rose Hospital in Hayward, and Washington Hospital in Fremont. There are several organizations that serve the Tri-city area. Some of these are the Tri-City Health Center, the University of the Pacific Dental Care Center, the Tiburcio Vasquez Health Center, and Tri-Cities Children's Center Early Intervention and Teen Parent Infant Care. Alameda County also operates a wide variety of health care services that include all levels of mental health and medical care that are available for Union City residents. Additionally, the City provides some limited health care screening through the Ralph and Mary Ruggieri Senior Center and the Union City fire stations. Some faith-based



Kaiser Permanente on Union City Boulevard

organizations are also establishing facilities to meet the growing need for day care and long-term care for seniors.

Union City also has a total of 30 state licensed community care facilities. These facilities are located within residential homes and provide 24- hour care for adults and elderly patients. These facilities offer an alternative to other institutional settings.

The largest care facility in Union City is the Masonic Home, a continuing care retirement facility licensed by the State Department of Social Services. This facility provides three levels of care: independent, assisted living and skilled nursing care. There are a total of ten buildings serving the 225 residents. Residents must be members of the Masons.

Goal	To facilitate the provision of accessible and affordable health care to all
YFSH-F.1	Union City residents.

Policies

- YFSH-F.1.1 The City shall support efforts by the private and the non-profit sector to provide expanded health services in Union City. The provision of hospital services within the Kaiser Permanente campus on Union City Boulevard should be encouraged.
- YFSH-F.1.2 The City shall provide information on health care services in the area, including hospice care and home health care, through newsletters, the web site and published inventories.
- YFSH-F.1.3 The City shall provide a representative to the Washington Hospital Board to help ensure adequate emergency services and facilities are provided for the community.

Implementation

- YFSH-F.1 The City shall conduct a campaign to provide information about the City's various health services and programs through such means newsletters, the City web site, and published inventories.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

LAND USE ELEMENT

INTRODUCTION

With its great regional access, a variety of housing stock, and tremendous opportunities for new job growth, Union City has become a vital part of Silicon Valley. Union City has several districts that can be redeveloped to meet the various strategic dimensions necessary for Union City to achieve such a goal. This Land Use Element focuses particularly on five planning districts -- the Station District, Central Technology Center, Alvarado Technology Center, Union Landing, and International Market Place District. Generally, these areas are underutilized and have obsolete uses or offer unique opportunities to enhance the services and quality of places for the community.

Other areas of the City that are specifically addressed in the Land Use Element include Mission Boulevard, Union City Boulevard, Horner/Veasby Street, the Caltrans property and the Hillside Area. These sites are seen as key areas that will develop or redevelop through the life of the General Plan.

Within the regional setting, Union City has several physical constraints that present unique challenges in planning for future growth within the community. These constraints include sensitive wetland habitat along the western city limits, steep topography on the eastern side of the City (roughly half the area of the City), and limited available land. Infill and redevelopment have emerged as the primary means for accommodating future growth. Therefore, the focus of this element is on working within those physical constraints to enhance the best qualities of the existing districts within the community.

The Land Use Element is divided into two major parts. The first major part describes the City's Land Use Diagram, the land use designations that appear on the diagram, and related development standards. This section prescribes the locations of various land uses and sets out standards for future development and redevelopment. The second major part sets out goals, policies, and implementation programs. The diagrams, designations, standards, goals, policies, and programs in this element set the basic framework to guide the type, location, intensity, and quality of future development and the protection of Union City's natural and built environment.

LAND USE DIAGRAM AND STANDARDS

The most familiar part of any general plan is the map, or land use diagram, showing the types and locations of existing and future development that the plan envisions. In order to accurately interpret the development implications of the various designations shown on the diagram, the reader must understand the intent of and the standards for each designation. The following sub-sections first describe how the standards are expressed generally, then outline the standards for each of the designations shown on Union City's General Plan Land Use Diagram.

LAND USE DIAGRAM

The Land Use Diagram designates land uses for the entire Planning Area. State planning law requires that the general plan cover all territory with the boundaries of the adopting city or county as well as “any land outside its boundary which in the planning agency’s judgment bears relation to its planning” (Government Code Section 65300). To carry out this directive, most cities formally delineate a “planning area” boundary in their general plans. For the purposes of the Union City General Plan, Union City’s Planning Area is coterminous with the City’s existing city limits.

Figure LU-1 shows the Union City General Plan Land Use Diagram. A full-scale copy of the map is available at the Union City Community Development Department.

LAND USE INTENSITY STANDARDS

State planning law requires general plans to establish “standards of population density and building intensity” for the various land use designations in the plan (Government Code Section 65302(a)). To satisfy this requirement, the General Plan includes such standards for each land use designation appearing on the Land Use Diagram. These standards are stated differently for residential and non-residential development. Following are explanations of how these standards operate.

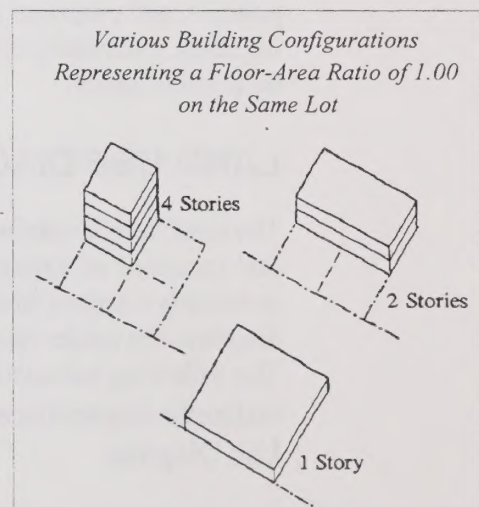
Residential Uses

Standards of development density for residential uses are stated as the allowable range of dwelling units per gross acre. The term “gross acre” includes all land (including streets and rights-of-way) designated for a particular residential use, while net acreage excludes streets and rights-of-way. In urban areas, net acreage is normally 20 to 25 percent less for a given area than gross acreage. In rural areas and open space areas, the difference between net and gross can be as low as five percent. Net acreage is the standard typically used in zoning, while gross acreage is more commonly used in general plan designations.

Standards of population density for residential uses can be derived by multiplying the maximum allowable number of dwelling units per gross acre by the average number of person per dwelling unit assumed for the applicable residential designation. Citywide in 2000, there were approximately 3.63 persons per dwelling unit.

Non-Residential Uses

Standards of building intensity for non-residential uses such as commercial and industrial development are stated as maximum *floor-area*





Union City General Plan **Land Use Diagram**

Revised: February 15, 2002

ratios (FARs). A floor-area ratio is the ratio of the gross building square footage on a lot to the net square footage of the lot (or parcel).

For example, on a lot with 10,000 net square feet of land area, an FAR of 1.00 will allow 10,000 square feet of gross building floor area to be built, regardless of the number of stories in the building (e.g., 5,000 square feet per floor on two floors or 10,000 square feet on one floor). On the same 10,000-square-foot lot, an FAR of 0.50 would allow 5,000 square feet of floor area, and an FAR of 0.25 would allow 2,500 square feet. The diagram to the right shows graphically how various building configurations representing an FAR of 1.00 could cover a lot.

LAND USE DESIGNATIONS

The General Plan includes 16 residential, commercial, industrial, and other land use designations that depict the types of land uses that will be allowed throughout the City. Table LU-1 identifies all of the designations along with their corresponding development intensity standards.

The land use designations are implemented largely through zoning. Table LU-2 shows which zoning districts are deemed compatible, conditionally compatible, or incompatible with the various General Plan land use designations.

Land Use Designations

Residential

Residential - 3 to 6 Dwelling Units per Acre (3-6)

The purpose of this designation is to provide areas for single family detached residential uses and activities normally associated with single family neighborhoods. Where found appropriate, innovative single family design alternatives are encouraged. This low density residential designation is the preferred residential land use designation for the City. As a result, it is the "anchor" land use in areas where adequate urban services are available and the City envisions future residential development. The lot size range for this designation is 6,000 to 10,000 square feet.

Residential - 6 to 10 Dwelling Unit per Acre (6-10)

The purpose of this designation is to provide areas for a variety of moderate intensity single family uses including detached, semi-attached and attached single family housing, mobile home parks, and zero lot line developments. Activities consistent with the prevailing single family character of the area are also appropriate in this designation. This designation is applied in areas of predominantly single family character where a greater diversity of housing type is intended. The lot size range for this designation is 3,500 to 6,000 square feet.

Residential - 10 to 17 Units per Acre (10-17)

The purpose of this designation is to provide areas intended for moderate density residential use patterns including duplexes and multifamily dwellings of greater intensity. This designation is located in transitional areas between higher intensity uses and lesser intensity single family areas. The site area per dwelling unit for this designation is as small as 2,400 square feet.

Residential - 17 to 29 Dwelling Units per Acre (17-29)

The purpose of this designation is to allow for multifamily housing at densities greater than other residential designations. This designation is intended to allow for those structural forms that promote higher density living styles. As a result, this designation is located in areas where a mixture of higher intensity activities is desired. It is typically applied near major transportation routes and facilities, and near core shopping areas. This designation also serves as a transitional land use between single family and higher intensity non-residential areas. The site area per dwelling unit for this designation is as small as 1,500 square feet.

Residential - 29 to 60 Dwelling Units per Acre (R29-60)

This designation is intended to allow high-rise, high density housing where there public transit is readily available. Where applied, development densities shall not be less than 29 units per acre. The site area per dwelling unit for this designation is as small as 726 square feet.

Commercial**Station Mixed Use-Commercial (CSMU)**

The purpose of this designation is to define an area of visual prominence through high intensity development. In order to promote Union City's identity, high aesthetic, and design standards are necessary to make the area attractive to people as a place to shop, work, and, where appropriate, live. The designation is primarily commercial in nature and is intended to promote retail and office opportunities. High density residential land use between 45 and 80 units per acre is also appropriate where it will promote, in a coordinated manner with the commercial development, the purpose of this designation.

This designation is applied to the immediate vicinity of the intermodal facility because the opportunity to connect with regional and subregional transportation providers would support a higher density of uses. The site area per dwelling unit is 544 square feet for residential and the minimum parcel size is 5,000 square feet for commercial. The floor area ratio (FAR) for buildings in this area is between 1.0 and 4.0 (with an average of 2.0), and increasing density as the parcels near the BART station.

Retail Commercial (CR)

The purpose of this designation is to provide areas for retail outlets and services demanded by either neighborhood, community, or subregional/regional markets. Office uses may be an

appropriate land use activity in order to provide an efficient use of Retail Commercial areas. Uses should be appropriate to the type of market being served. Neighborhood commercial centers emphasize those uses which provide convenience goods and services for the surrounding residential area. Retail commercial centers serving community-wide or regional needs include uses which may either be neighborhood oriented activities grouped together on a larger scale or uses that demand a larger market area. Specialty-oriented retail commercial areas contain specialized uses that require a market area larger than the community to prosper. The retail commercial designation is therefore oriented toward freeways, major arterials, and neighborhood areas. Retail commercial activities should be located and designed to minimize impacts on surrounding residential areas. In the Old Alvarado district and along Mission Boulevard, residential uses located above first floor retail would be acceptable to create a mixed-use development. In the Alvarado-Niles Road/Decoto Road area, office uses above the first floor would be acceptable. Minimum area of this designation is 5,000 square feet for neighborhood activities, 10 acres for community commercial activities, and 2 acres for specialty commercial activities. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.20 and 1.00.

Visitor and Thoroughfare Commercial (CVT)

The purpose of the Visitor and Thoroughfare Commercial designation is to provide areas for commercial activities oriented to serve the traveling public. It is intended to be located near freeway interchanges and high capacity major arterials in such a fashion as to provide safe and convenient access and minimize conflicts with nearby residential land uses. Permitted uses include, but are not limited to, hotels, motels, restaurants, service stations, and convenience stores. The minimum area for this designation is one acre. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.35 and 2.00.

Office Commercial (CO)

The purpose of the Official Commercial designation is to provide areas for professional and administrative services and offices. Uses permitted under this designation generally include the following: medical offices and clinics; law firms; accountant offices; insurance, real estate, and financial; governmental offices; social services; and non-profit organizations. Retail commercial activities that compliment or are accessory to the primary uses of the designation are also appropriate. Because of the potential intensity of uses, this designation should be located on major arterials, oriented away (by design or location) from residential areas. The minimum area for this designation is one-half acre. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.30 and 1.50.

Industrial

General Industrial (MG)

The purpose of the General Industrial designation is to provide space for a broad range of heavier industrial uses. Typically the designation is applied where large land acreage is

available. It is also applied where the impacts associated with unsightliness, noise, odor, and traffic, and the hazards associated with certain industrial uses, will not impact on residential, commercial, other less intense use areas, or on such uses as schools and transportation facilities, such as BART. General Industrial area uses are assumed to have *moderate* nuisance characteristics. Hazardous materials manufacturing or distribution is undesirable in this area. Performance standards are applied to ensure minimum potential for adverse effects, that any unavoidable adverse effects are contained on-site, and that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is one acre in size. The maximum floor area ratio (FAR) for buildings in this area is 0.75.

Light Industrial (ML)

The purpose of the Light Industrial designation is to provide space for manufacturing and industrial uses which evidence no or very low nuisance characteristics. The designation is applied to areas where nuisance characteristics of noise, odor, traffic generation, unsightliness, or hazardous materials manufacturing or storage are undesirable. Light Industrial areas typically include high quality industrial park developments. Rail and truck facilities serve many light industrial uses. Also located in these areas are non-industrial uses which support or are adjunct to industrial uses and which are compatible with the primary industrial use. Non-industrial uses may include administrative, sales, service, and educational uses. All outdoor areas will have landscaping and screening. Further, other performance standards are applied to ensure minimum potential for adverse effects, that any unavoidable adverse effects are contained on-site, and that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is 20,000 sq. ft. The maximum floor area ratio (FAR) for buildings in this area is 1.0.

Special Industrial (MS)

The purpose of the Special Industrial designation is to provide space for the lightest industrial operations and non-manufacturing uses that support nearby manufacturing that exhibit virtually no nuisance characteristics. Non-manufacturing uses include educational, administrative, sales and service activities. This designation provides for a smaller scale of uses, on smaller sites than would typically be found in Light Industrial designated areas. In Special Industrial designated areas nuisance characteristics of noise, odor, traffic generation, unsightliness or hazardous materials storage or handling are avoided, and almost all uses will be conducted entirely within enclosed buildings.

This designation typically includes small scale, high quality industrial park developments. It is often applied as a buffer adjacent to major thoroughfares where large landscaped setbacks are provided and as a transition area between higher intensity industrial uses and residential, commercial or other lower intensity uses. Performance standards will be applied to eliminate, or minimize to the extent reasonably possible, any potential for adverse effects, and to ensure that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is 20,000 sq. ft. The maximum floor area ratio (FAR) for buildings in this area is 1.0.

Research and Development Campus (RDC)

The designation is intended to provide a flexible range of activities which either have very low or no nuisance characteristics. Prototypes for this designation would be "flex" space that can be adapted to office, research and development, and service/sales uses. In addition, it allows for manufacturing uses consistent with the Light Industrial designation. This designation is applied where a master plan intends to intensify industrial development over a period of years. The minimum parcel size for this designation is five acres. The minimum floor area ratio (FAR) for buildings in this area is 0.40. Buildings must be a minimum of two stories with two floors that can be fully occupied upon completion of construction. Applications for the development of sites adjacent to the former Southern Pacific rail line must include a master plan that demonstrates how the FAR can be intensified up to a minimum of 0.5, and preferably up to 0.65, as market demand warrants. The maximum floor area ratio (FAR) for buildings in this area is 2.0.

Resource**Open Space (OS)**

The purpose of this designation is to conserve lands that should remain as open space for passive and active recreation uses, resource management, flood control management and public safety. Uses that would typically be appropriate in this land use designation include but are not limited to public parks, playgrounds, golf courses and driving ranges, parkways, vista areas, wetlands, wildlife habitats and outdoor nature laboratories; stormwater management facilities; and buffer zones separating urban development and ecologically sensitive resources.

Agricultural (A)

The purpose of this designation is to conserve lands that should remain as open space because of their value for agricultural production. Uses that would typically be appropriate in this land use designation include but are not limited to agricultural activities and other low intensity open space type uses. The minimum parcel size for this designation is 20 acres.

Public/Institutional**Civic Facility (CF)**

This designation is applied to the City's major public buildings and facilities owned by City, County, State, Federal, or other public agencies that serve the general public. Uses include but are not limited to wastewater treatment facilities, water tanks, electrical substations, public educational facilities, community centers, libraries, museums, government offices and courts (e.g., Civic Center), transit facilities and stations, and public safety facilities (e.g., police and fire stations).

Private Institutional (PI)

The purpose of this designation is to provide appropriate locations for private institutional uses. Uses include but are not limited to cemeteries, churches, private educational facilities, private non-profit and service organizations, and continuing care retirement communities.

Areas designated as Institutional on the Caltrans property on Alvarado-Niles Road, and on the Accinelli/Cerruti property on Lowry Road are “floating zones.” Final location of the institutional use can be modified as part of the development applications for these properties. Land for institutional uses is identified in the Horner/Veasby Street area through policy statements. The minimum acreage that must be maintained for institutional uses in these specific areas is as follows:

Accinelli/Cerruti Property (APN: 543-201-4-2 and 5-2):	8 acres
Caltrans Property:	5 acres
Horner/Veasby Streets:	5 acres

TABLE LU-1

UNION CITY GENERAL PLAN LAND USE DESIGNATIONS AND DEVELOPMENT INTENSITY STANDARDS

Land Use Designation	Label	Residential Intensity (in gross acres)	Non-residential Intensity Floor Area Ratio (FAR)	Minimum Area for Designation	Site Area/Parcel Size Range
Residential					
Residential - 3 to 6 units/acre	R 3-6	3-6 units/acre	n/a	n/a	6,000 to 10,000 sq. ft.
Residential - 6 to 10 units/acre	R 6-10	6-10 units/acre	n/a	n/a	3,500 to 6,000 sq. ft.
Residential - 10 to 17 units/acre	R 10-17	10-17 units/acre	n/a	n/a	2,400 sq. ft. minimum
Residential - 17 to 29 units/acre	R 17-29	17-29 units/acre	n/a	n/a	1,500 sq. ft. minimum
Residential - 29 to 60 units/acre	R 29-60	29-60 units/acre	n/a	n/a	726 sq. ft. minimum
Commercial					
Station Mixed Use	SMU	45-80 units/acre	1.0 - 4.0	n/a	544 sq. ft. minimum (res), 5,000 sq. ft. (com)
Retail Commercial	RC	n/a	.20 - 1.00	5,000 sq. ft. = (neighborhood) 2 acres = (community commercial), 2 acres = (specialty commercial)	5,000 sq. ft. minimum
Visitor and Thoroughfare Commercial	CVT	n/a	.35 - 2.0	1 acre	5,000 sq. ft. minimum
Office Commercial	CO	n/a	.30 - 1.5	0.5 acre	5,000 sq. ft. minimum
Industrial					
General Industrial	MG	n/a	.75 (max.)	n/a	1 acre minimum
Light Industrial	ML	n/a	1.0 (max.)	n/a	20,000 sq. ft. minimum
Special Industrial	MS	n/a	1.0 (max.)	n/a	20,000 sq. ft. minimum
Research and Development Campus	RDC	n/a	.40 to .65 (min.) 2.0 (max.)	5 acres	5 acres
Resource					
Open Space	OS	n/a	n/a	n/a	n/a
Agricultural	A	1 unit/20 acres	n/a	n/a	20 acres

TABLE LU-1

UNION CITY GENERAL PLAN LAND USE DESIGNATIONS AND DEVELOPMENT INTENSITY STANDARDS

Land Use Designation	Label	Residential Intensity (in gross acres)	Non-residential Intensity Floor Area Ratio (FAR)	Minimum Area for Designation	Site Area/Parcel Size Range
Public/Institutional					
Civic Facility	CF	n/a	n/a	n/a	n/a
Private Institutional	PI	n/a	n/a	n/a	n/a

**TABLE LU-2
UNION CITY GENERAL PLAN LAND USE/ZONING CONSISTENCY¹**

Land Use Designations	Zone Districts																										
	RS 10,000	RS 8,000	RS7,000	RS 6,000	R-5,000	RS 4,500	RS(s)	RM 3,500	RM 2,500	RM 1,500	RM 726*	CSMU*	CPA	CN	CC	CVR	CUL	CS	ML	MG	MS	MRDC*	A	CF*	PI*	R 511	OS
Residential - 3 to 6 units/acre	●	●	●	●	○	○																	●			●	
Residential - 6 to 10 units/acre					●	●	●																●			●	
Residential - 10 to 17 units/acre								●	●														●				
Residential - 17 to 29 units/acre										●													●				
Residential - 29 to 60 units/acre										●	●												●				
Station Mixed Use												●	○		○								●				
Retail Commercial													○	●	●		●	●					●				
Visitor and Thoroughfare Commercial													○			●		○					●				
Office Commercial													●	○				○					●				
General Industry																				●			●				
Light Industry																			●				●				
Special Industrial																					●		●				
Research and Development Campus																						●	●				
Open Space																							●			●	●
Agricultural																							●			●	●
Civic Facility																							●	●		●	
Private Institutional																							●		●	●	

● = compatible use
○ = conditionally compatible use

*These zoning districts will be added to the amended Zoning Ordinance following adoption of the General Plan.

LAND USE GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

The goals, policies, and implementation programs of this section are organized according to the following categories, each of which relates to a key set of related issues pertaining to land use and development in Union City.

- General Land Use and Community Development
- Station District
- Central Technology Center and Alvarado Technology Center
- Union Landing
- International Market Place District
- Mission Boulevard
- Union City Boulevard
- Horner/Veasby Street
- Caltrans Property
- Hillside Area
- Administration and Implementation

A. GENERAL LAND USE AND COMMUNITY DEVELOPMENT

Goal	To grow in an orderly pattern consistent with the economic, social, and
LU-A.1	environmental needs of Union City.

Policies

LU-A.1.1 The City shall promote and support the development of a healthy balance of residential, commercial, open space, institutional, and industrial businesses within the city.

LU-A.1.2 The City shall promote infill development and reuse of underutilized parcels, consistent with maintaining or enhancing the positive qualities of the surrounding neighborhoods.

LU-A.1.3 The City shall establish incentives (e.g., streamlined permitting, specific plans, public-private partnerships) to encourage the private sector to develop infill sites.

LU-A.1.4 The City shall encourage project sites to be designed to increase the convenience, safety, and comfort of people using public transportation, walking, or cycling.



Entrance to the Lincoln Alvarado Business Park

- LU-A.1.5 The City shall monitor technological advances that may affect planning (e.g., advances in the use of electric cars, trains, changes in communications systems (i.e., cable access, wireless, etc)) and take the lead in planning for changes that may affect land use.
- LU-A.1.6 The City shall require development project design to reflect and consider natural features, noise exposure of residents, visibility of structures, circulation, access, and the relationship of the project to surrounding uses. Residential densities, building intensities, and lot patterns will be determined by these and other factors.
- LU-A.1.7 The City shall monitor county employment and housing development trends to evaluate their impact on the city's jobs/housing balance.
- LU-A.1.8 The City shall plan and design neighborhoods that foster a sense of identity while promoting the effective and efficient provision of city services such as police protection and fire suppression.
- LU-A.1.9 The City shall accommodate the space needs of faith organizations through appropriate zoning.
- LU-A.1.10 The City shall develop a formula for granting a bonus in density or intensity of use for commercial, industrial, and residential projects (of specific sizes) that provide child care facilities.
- LU-A.1.11 The City shall encourage the siting of child care, disabled, mentally disabled, and elderly facilities compatible with community needs, land use and character, and encourage such facilities to be located near employment centers, homes, schools, community centers, recreation facilities and transit hubs.
- LU-A.1.12 The City shall encourage major restaurants to include meeting rooms that could be used for community meetings, parties, and other similar activities.

Goal To create land use patterns that promote the residential character of the community including quality housing development, and balanced, harmonious land use types.

LU-A.2

Policies

- LU-A.2.1 The City shall continue to encourage high-quality upscale residential development by promoting opportunities to construct upscale, single-family homes allowing a mix of housing types and densities.
- LU-A.2.2 The City shall ensure that residential communities are designed with high-quality amenities by:

- a. Taking advantage of proximity to those resources to enhance public access and understanding of the natural environments where not detrimental to the natural resources;
- b. Planning to minimize residents' exposure to nuisances from noise, odors, heavy traffic, and unappealing views;
- c. Encouraging enhanced educational opportunities by locating school facilities near resources or sites that offer unique learning experiences, such as proximate to an outdoor nature laboratory, a wildlife sanctuary, etc.; and
- d. Providing neighborhood parks of sufficient size to adequately meet the recreational needs of residents.



Single family home in Old Alvarado area

LU-A.2.3 The City shall raise and enforce current standards on all rental properties in the community.

LU-A.2.4 The City shall design street patterns, community facilities, and open areas which are easily observable and promotes lawful and wholesome activities in neighborhoods.

LU-A.2.5 The City shall promote crime prevention through neighborhood and residential design.

LU-A.2.6 The City shall encourage the development of housing for elderly, disabled, and low-income households where compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services.

LU-A.2.7 The City shall permit recreational uses, educational uses, faith organizations, and daycare and congregate living facilities in residentially-designated areas when they meet the standards for development that protect neighborhood character.



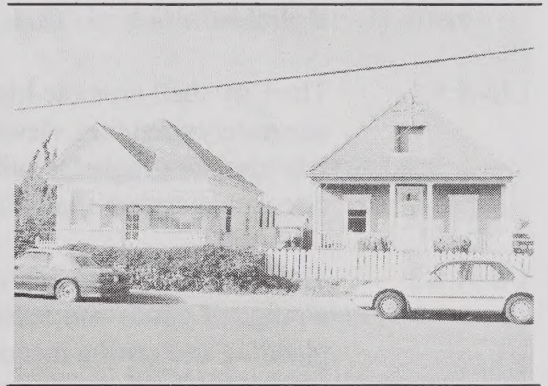
Vintage Court senior apartments

- LU-A.2.8 The City shall continue to require the planting of street trees in all new residential developments to enhance the quality of life and character of the neighborhoods.

Goal To promote the character of the Old Alvarado and Decoto neighborhoods, and
LU-A.3 preserve and protect these neighborhoods as distinct areas of the community.

Policies

- LU-A.3.1 To maintain the affordable housing stock, the City shall target its efforts to upgrade rental properties in the Decoto and Old Alvarado neighborhoods.
- LU-A.3.2 The City should continue to preserve historic structures, conserve and protect the existing housing stock, provide adequate new housing, and avoid incompatible land uses in the Decoto and Old Alvarado neighborhoods.
- LU-A.3.3 The City should require that new residential development in the Decoto and Old Alvarado neighborhoods be designed consistent with the scale and style of existing homes in the immediate area of the development.
- LU-A.3.4 The City shall landscape and beautify the entrance to the Decoto neighborhood along Whipple Road. This should include the removal of unsightly structures that detract from the neighborhood ambiance.
- LU-A.3.5 The City shall provide for landscape buffers along Decoto Road and Whipple roads, and along the railroad rights-of-way to increase neighborhood aesthetics.
- LU-A.3.6 The City shall emphasize commercial revitalization and development in Old Alvarado while retaining its "Old California Town" character.
- LU-A.3.7 The City shall preserve the single-family character and historic structures of the Decoto and Old Alvarado neighborhoods.



Existing homes in Old Alvarado

Goal To empower neighborhoods to identify problems and develop solutions to
LU-A.4 address local needs.

Policies

- LU-A.4.1 The City shall maintain and improve neighborhoods through the use of systematic code enforcement, regulatory measures, cooperative neighborhood improvement programs and other available incentives. The City shall focus on neighborhoods identified as high priority.

- LU-A.4.2 The City shall continue to solicit active neighborhood participation in addressing neighborhood problems such as graffiti, vandalism, and poor property maintenance.
- LU-A.4.3 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through targeted code enforcement and other available regulatory measures.
- LU-A.4.4 The City shall require the preparation and adoption of specific plans and encourage broad public participation in the planning for large areas of undeveloped land or areas with special infrastructure or financing considerations.

Goal To encourage attractive, well-located commercial development to serve the
LU-A.5 needs of Union City residents, workers, and visitors.

Policies

- LU-A.5.1 The City shall promote high quality design, visual attractiveness, and consider location , adequately sized sites, views, wind direction, sun orientation, and appearance of spaciousness when building high rise buildings. Sufficient off-street parking, bike lanes, and a convenient circulation system shall also be considered for commercially-designated areas of the city.
- LU-A.5.2 The City shall seek to improve the character and viability of commercial areas and allow for a range of goods and services convenient to Union City residents and workers through planning and zoning incentives.
- LU-A.5.3 The City shall encourage automobile-oriented uses to locate parking away from the street (e.g., reverse frontage commercial centers).
- LU-A.5.4 The City shall require major new commercial projects to be designed to support mass transit and alternative modes of transportation.
- LU-A.5.5 The City shall discourage isolated and sprawling commercial activities along major roadways and instead reinforce the vitality of existing commercial centers such as Station District, Union Landing, and International Market Place.
- LU-A.5.6 As the area around the intermodal facility develops/redevelops, the City shall ensure that the existing automotive services near the BART station are relocated and accommodated in alternative locations convenient to transit.
- LU-A.5.7 The City shall encourage the development of additional commercial recreational uses and short term, accessory childcare uses in neighborhood shopping centers.

Goal	To designate adequate land for and promote development of industrial uses to meet the present and future needs of Union City residents for jobs and to maintain the revenue stream for municipal services.
LU-A.6	

Policies

- LU-A.6.1 The City shall pursue an aggressive marketing and business retention effort to attract the development of job-intensive, high-tech office, and high tech industrial tax revenue generating businesses.
- LU-A.6.2 The City shall encourage the conversion of existing warehousing and distribution facilities to job-intensive, light industrial and research and development uses.
- LU-A.6.3 The City shall require that industrial development avoids or minimizes creating substantial pollution, noise, glare, odor, or other significant activity that would negatively affect adjacent uses and other areas of the city.
- LU-A.6.4 The City shall require new industrial projects to be designed to support transit and alternative modes of transportation.
- LU-A.6.5 The City shall encourage industrial development that includes the following features:
- a. Attractive building frontages that are readily visible from the public street;
 - b. Variation in the roofline;
 - c. Articulation in the walls (insets, projections, canopies, wing walls, trellis);
 - d. Large parking areas with tree coverage separated into a series of smaller parking areas with the use of landscaping and the location of buildings;
 - e. Outdoor service areas, loading bays and outdoor storage areas that are not readily visible to the public;
 - f. Attractive landscaping (e.g., berms) to enhance the business by softening buildings and parking areas; and
 - g. Public art.
- LU-A.6.6 The City should encourage industrial parking areas to be sited away from the street.

Goal	To achieve maximum jurisdictional and agency coordination in all aspects of
LU-A.7	physical and social planning.

Policies

- LU-A.7.1 The City shall coordinate growth and development with surrounding jurisdictions, the Local Agency Formation Commission (LAFCO), Congestion Management Agency (CMA), transit providers (Capital Corridor, etc.) and other regional agencies as appropriate to promote common goals.
- LU-A.7.2 The City should continue to coordinate with special districts such as the Alameda County Water District, Union Sanitary District, and East Bay Regional Park District, as part of the land use decision-making process.

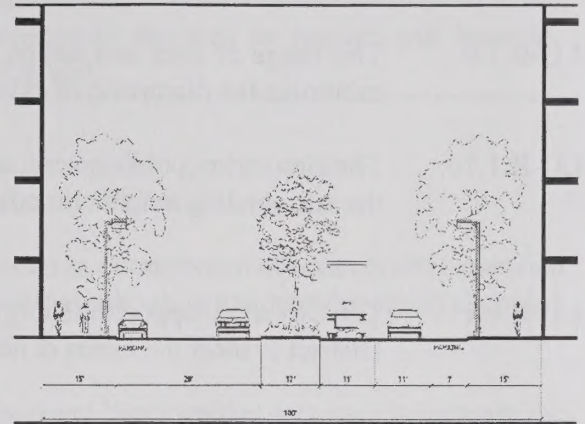
Implementation Programs

- LU-A.1 The City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in the Old Decoto and Alvarado neighborhoods.
- Responsibility:
- ☐ City Council
 - ☐ Community Development Department
 - ☐ Community Redevelopment Agency
- Time Frame:
- ☐ Ongoing
- LU-A.2 The City shall target neglected residential properties through the Neighborhood Preservation and Housing Rehabilitation Programs. The City shall work with the property owners to bring these properties into compliance with City codes.
- Responsibility:
- ☐ Community Development Department
- Time Frame:
- ☐ On going

B. STATION DISTRICT

The Economic Development Strategy calls for mixed-use investment around the existing BART station and future intermodal facility. The Station District area contains over 175 acres of land that could develop to its maximum capacity during the life of the General Plan. The Station District refers to those lands within the DIPSA bounded by Seventh Street, Alvarado-Niles Road, Decoto Road and the city of Fremont. Of this, as much as 100 acres could be committed for development in the next few years casting the future of the area for Union City's foreseeable future. Nowhere else in the Western United States is there the same potential to leverage the synergy between a burgeoning regional economy, regional accessibility, and available land.

The City envisions the creation of a mixed-use district with an emphasis on a town center/central business district with residential, commercial, office and research and development uses serving as an important regional employment center. This District will be designed to provide strong pedestrian connections, ground floor retail, open space, high density office, research and development, light industrial, and high density residential uses.



Section of Eleventh Street through the core of the Station District

Goal	To create an environment surrounding the intermodal facility that is mixed use and transit-oriented and which has good connectivity with the rest of the city while integrating well with the surrounding neighborhoods.
LU-B.1	

Policies

- LU-B.1.1 The City shall ensure that the planning for the Station District complements the goals of transit providers.
- LU-B.1.2 The City shall ensure that the intermodal facility is the nucleus of a vibrant, transit-oriented mixed-use district that is a community and regional destination.
- LU-B.1.3 The City shall ensure that the Station District includes opportunities for light industrial, office, commercial, high-density mixed-income residential, ground floor retail, and community uses.
- LU-B.1.4 The City shall ensure that the Station District land uses and urban design maximize transit use and minimize automobile dependence.
- LU-B.1.5 The area surrounding the intermodal facility shall have strong public space integrated with ground floor retail commercial uses.
- LU-B.1.6 The City shall ensure that the Station District includes inviting parks, plazas, and community gathering places that complement the intermodal facility and the surrounding land uses.
- LU-B.1.7 The Station District should be pedestrian-friendly with a design that minimizes the impact of parking on the quality of the streetscape and the neighborhood.
- LU-B.1.8 The City shall ensure that the intermodal facility provides amenities including but not limited to phones, public restrooms, and information kiosks.

- LU-B.1.9 The range of uses and design of the circulation systems in the Station District should minimize the disruption of existing traffic in Union City.
- LU-B.1.10 The circulation, public spaces, and land uses of the Station District should be integrated with the surrounding neighborhoods.
- LU-B.1.11 The City shall support the siting of a childcare center serving children 0-5 years in the Station District to meet the needs of nearby businesses, residents, and public transportation users.
- LU-B.1.12 The City shall work with State and local agencies to remove the unused rail spurs and consolidate main lines.
- LU-B.1.13 The City shall explore developing community facilities that include such uses as a performing arts center, convention facilities, and meeting facilities.
- LU-B.1.14 The City shall set aside 40,000 square feet of building space for childcare and social service in the core area of the Station District near the BART station.
- LU-B.1.15 The City shall allocate adequate resources to implement the Intermodal Station District and Transit Facility Plan's public infrastructure, coordinate among transit agencies and seek additional grant funding for the area.

Goal	To establish landscape and other buffer zones between potentially
LU-B.2	incompatible uses.

Policies

- LU-B.2.1 The City shall design and implement improvements to Seventh Street south of Decoto Road with recognition that the street should be retained as a service connection for the Decoto Industrial Park to SR 84.
- LU-B.2.2 The City shall design and implement improvements to the Eleventh Street corridor so that it has a residential neighborhood boulevard character.
- LU-B.2.3 The City shall ensure that within the Station District there is sufficient right-of-way for all new roadways to provide landscaping along the roadsides and, where appropriate, within median strips, bike lanes, pedestrian ways, and other amenities.

Goal	To attract local-serving businesses to the area to support and balance
LU-B.3	residential uses in the Station District.

Policies

LU-B.3.1 The City shall promote local-serving businesses as a component of commercial expansion in the Station District so that new residents will have the choice to meet their daily shopping needs within the district.

LU-B.3.2 The City shall support the intermixing of local and larger market area uses to increase the potential vitality and economic viability of the Station District retail uses.

Goal	To encourage and support the timely redevelopment of the Station District as
LU-B.4	an area of high quality commercial, office, research and development (R&D), light industrial, residential and service commercial industries and uses, with appropriate associated uses, such as transportation links, parks, schools, etc.

Policies

LU-B.4.1 The City shall promote opportunities for consolidation of lands so that preferred land uses can be developed in the short, rather than long term.

LU-B.4.2 The City shall support efforts for timely development of circulation and other needed infrastructure improvements to eliminate bottlenecks that limit opportunities for achieving basic land use objectives. Where appropriate (e.g., the flood control system) provide for joint recreational use of public utility lands and areas.

LU-B.4.3 The City shall encourage and support early development of sales tax generating uses.

LU-B.4.4 The City shall provide open space and recreational facilities as necessary to enhance the planned built environment and meet the needs of the planned population.

LU-B.4.5 The City shall encourage the timely clean-up of contaminated sites.

LU-B.4.6 The City shall ensure that residential development occurs concurrently with or following other types of development to create a mixed-use district identity and infrastructure.

LU-B.4.7 Should the service stations at Alvarado-Niles Road and Decoto Road be displaced, the City shall plan for appropriate nearby zones to accommodate the uses.

Goal	To encourage a variety of densities and types of residential uses in the area to help achieve City housing goals, ensure proper relationships to adjoining lands, and to support existing and future commercial uses within and nearby the Station District.
LU-B.5	

Policies

- LU-B.5.1 The City shall locate high density/mixed-income residential uses close to the intermodal facility.
- LU-B.5.2 Where necessary, the City shall provide a transition from existing or planned lower density residential uses to new office, light industrial, and service commercial areas and/or retail commercial use areas. Land use intensity/density should be highest adjacent to the intermodal facility and transition to lower intensity/density land use toward the edge of the Station District.
- LU-B.5.3 The City shall provide a sufficient variety of housing development to accommodate different family sizes including a sufficient number of rental and for sale units for larger families.

Goal	To provide, or ensure the provision of, affordable housing in concert with the goals, policies, and standards of the adopted Union City Housing Element and Redevelopment Area requirements.
LU-B.6	

Policies

- LU-B.6.1 The City shall require all new development to comply with the affordable housing requirements of the Housing Element and the Redevelopment Plan.
- LU-B.6.2 The City shall allow for phased development of affordable housing if necessary to ensure the economic viability of the project and the other objectives of this plan.
- LU-B.6.3 The City shall locate affordable housing throughout the city and not concentrate it in selected neighborhoods.

Goal	To guide all new development in the Station District in such a way as to ensure harmony with existing and potential uses both within the Station District and in adjacent neighborhoods.
LU-B.7	

Policies

- LU-B.7.1 Where appropriate, the City should ensure that new development is integrated with adjoining uses by creating connections and minimizing the separation that results from the road corridors, rail lines, and flood control channels in the area. However, there should be distinct visual separation and noise buffering between new residential uses and existing industrial uses that are to be preserved under the terms of the DIPSA Specific Plan.

- LU-B.7.2 The City shall strive to relocate old industrial uses in the Station District that act as a deterrent to new development in the area.
- LU-B.7.3 Landscaping, design, a walkway system and other elements should be used to integrate new uses with existing uses. Cohesive links should be established between neighborhoods. In particular, a safe pedestrian link should be developed between the Guy Emanuele School and the Decoto neighborhood northwest of Decoto Road.
- LU-B.7.4 The City shall require that all new development proposals include detailed plans for integrating new construction and uses with existing and planned uses on adjoining sites. In particular, residential development proposals shall include measures to ensure that new development is compatible with existing industrial uses. New residential development shall be designed to include buffering between new and existing uses. Existing industrial uses shall not be required to participate in such buffering or otherwise be adversely affected by the addition of residential uses. However, should existing industrial uses choose to expand, they shall comply with the normal design and site development review requirements of the City.

Goal	To balance residential, commercial and light industrial land uses so as to
LU-B.8	achieve a high quality of life for the Station District and minimize adverse impacts on the greater community.

Policies

- LU-B.8.1 The intermodal facility shall be designed and linked to reduce the need for area residents to use private automobiles for daily work, shopping and service needs.
- LU-B.8.2 The City shall create opportunities for mixed uses within the Station District so that people can live close to work, shopping, and service activities.
- LU-B.8.3 The City should ensure that Station District land uses are in balance with citywide uses to help ensure that Union City will be a complete community, serving the diverse needs of its residents.

Goal	To increase and diversify local employment opportunities, and retain existing
LU-B.9	and accommodate new light industrial uses that are compatible with City objectives for safety, environmental quality, visual quality, and revenue enhancement.

Policies

- LU-B.9.1 The City shall view existing industrial businesses as part of the mixed use program that is essential for growth and development envisioned in this district.
- LU-B.9.2 The City shall work with leaders of the Station District business community to establish and implement a program for achieving appropriate business diversity and providing for the long term support of successful and compatible business activities.

Goal	To encourage timely removal of any existing industrial operations that cause significant risk to existing or planned land uses, and when necessary financially support timely clean-up of sites contaminated by wastes from previous hazardous materials users.
LU-B.10	

Policies

- LU-B.10.1 In those instances where an existing use cannot be modified to eliminate characteristics that conflict with existing or planned uses, the City should, as feasible, support relocation of the business.
- LU-B.10.2 The City should give high priority to using redevelopment funds where needed to remove incompatible uses.
- LU-B.10.3 Efforts should be made, within the provisions of existing Federal and State regulations, to force operators and/or property owners to clean-up their own sites to acceptable levels of safety. Public funds should be used only when other financial support is not available and when it is determined that timely redevelopment of the area cannot proceed without public investment.

Implementation Programs

- LU-B.1 The Redevelopment Agency shall provide capital improvement in the DIPSA area as provided in the DIPSA Specific Plan.

Responsibility:

- ☐ City Council
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

- LU-B.2 The City shall ensure that adequate resources are allocated to implement the Intermodal Station District and Transit Facility Plan's public infrastructure, coordinate among transit agencies and seek additional grant funding for the area.

Responsibility:

- ☐ City Council
- ☐ City Manager's Office
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

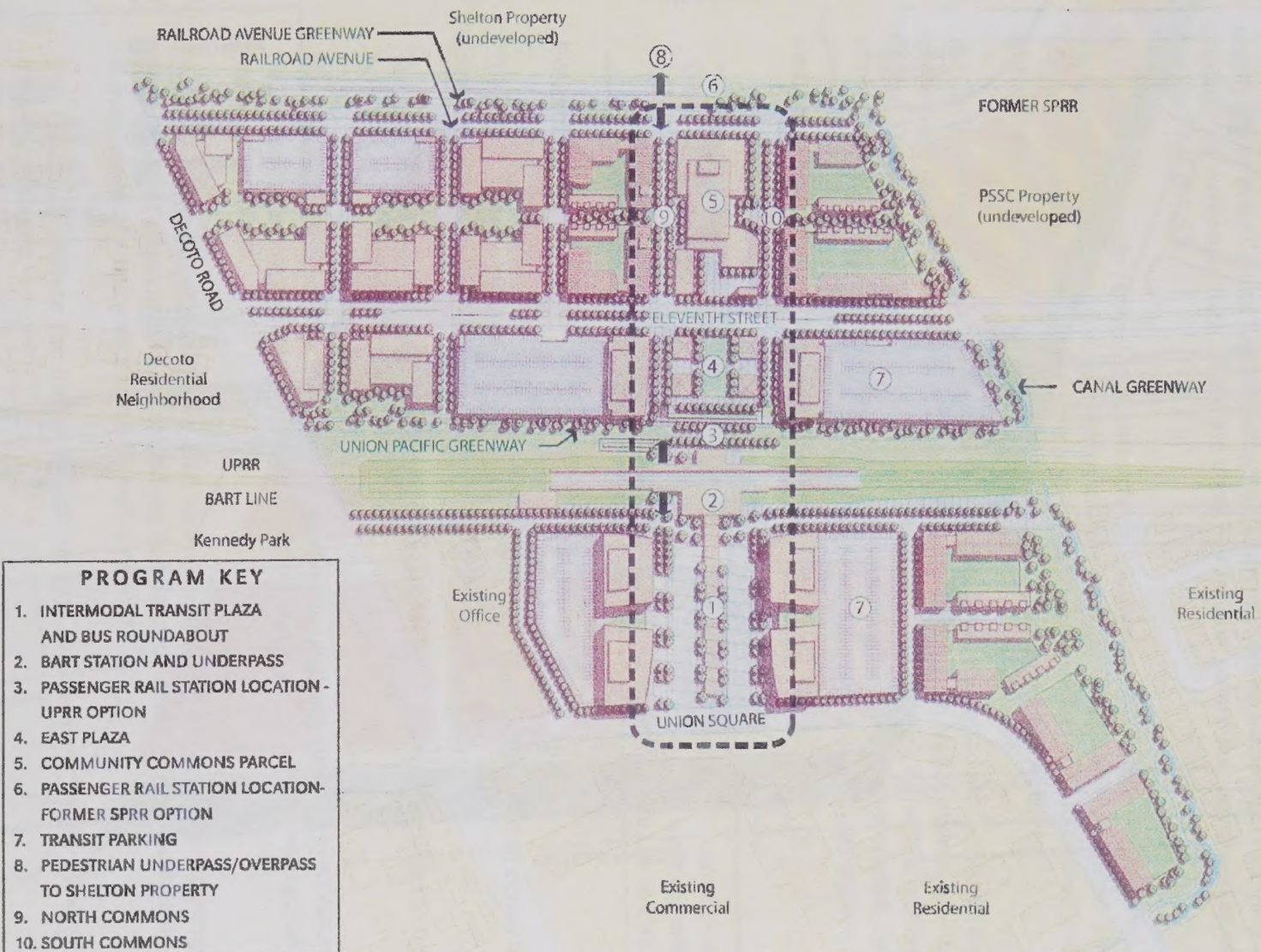
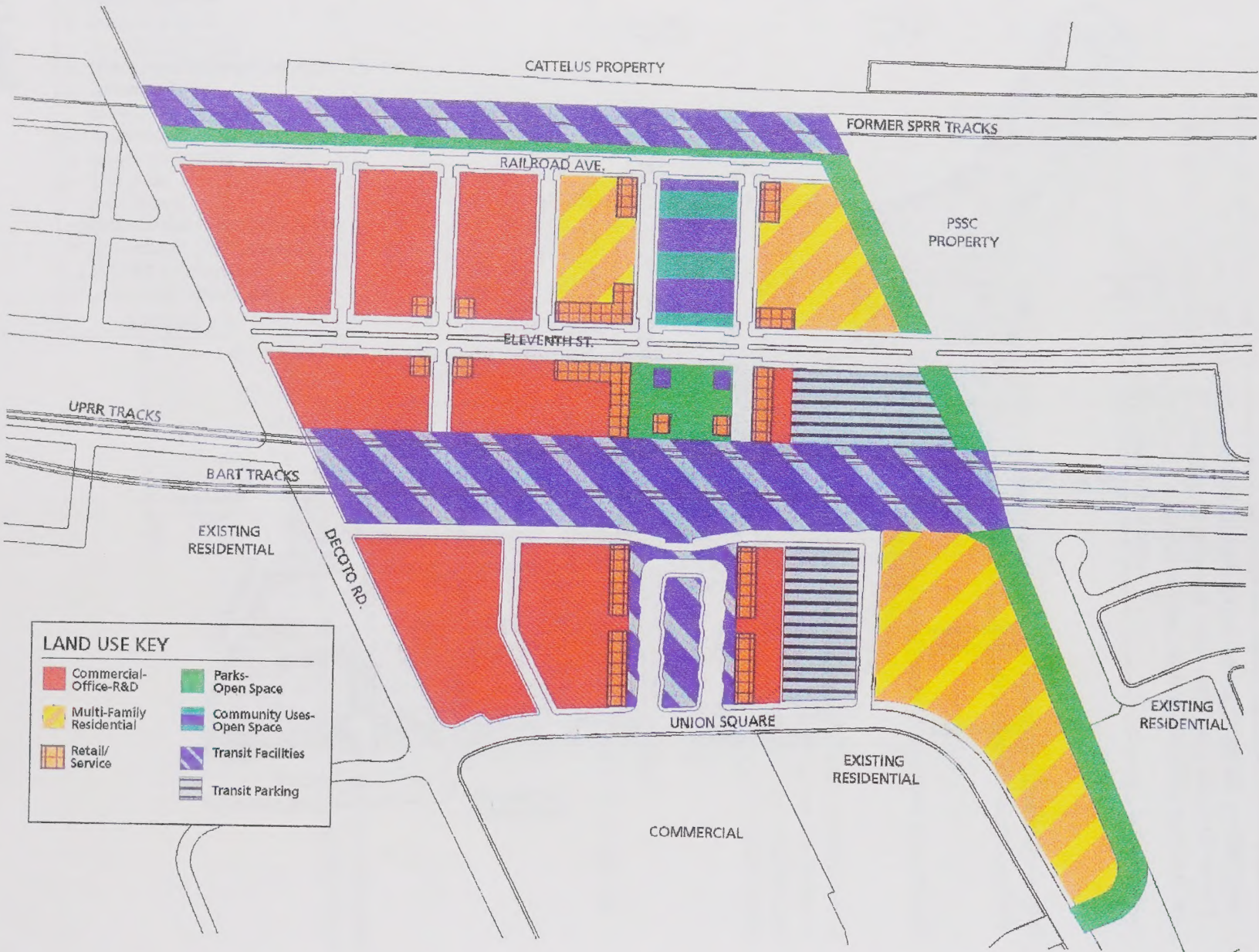


Figure LU-2
Station District Core Area Concept Plan



LAND USE KEY	
 Commercial-Office-R&D	 Parks-Open Space
 Multi-Family Residential	 Community Uses-Open Space
 Retail/Service	 Transit Facilities
	 Transit Parking

Figure LU-3
Station District Core Area Land Use Diagram

C. CENTRAL TECHNOLOGY CENTER AND ALVARADO TECHNOLOGY CENTER

The Economic Development Strategy recommends increasing the tax base, density, and quality of jobs in the Central Bay Industrial Park. Currently, this 468-acre area is comprised primarily of warehouse uses. There are about 5.9 million square feet developed at an average FAR of 0.35.

Similarly, the Alvarado Technology Center (formally known as the Alvarado Business Park) offers tremendous opportunities for employment intensification and a stronger tax base. The Alvarado Technology Center has approximately 4 million square feet of building area, with approximately 3.5 million square feet of warehousing and light manufacturing.

The City's intention is to encourage conversion of existing warehouses to light industrial and research and development uses. The goal is to create new Silicon Valley addresses -- the Central Technology Center and Alvarado Technology Center. The City would increase employment without loss of square footage, encourage higher quality development, and provide a social and business focus desirable for the next generation technology centers. It would require a concerted effort by the City to work with property owners.

Goal	To actively pursue an incentive approach that will encourage the conversion
LU-C.1	of existing warehouses to light industrial and research and development uses that will ultimately create new Silicon Valley addresses in Union City.

Policies

- LU-C.1.1 The City shall pursue an aggressive marketing and business retention effort to attract the development of job-intensive, high-tech industrial uses.
- LU-C.1.2 The City shall pursue converting existing warehousing and distribution facilities to light industrial and research and development uses.
- LU-C.1.3 The City shall actively recruit a community college small scale satellite facility to locate in the Central Technology Center to support the needs of local businesses by providing a better prepared workforce.
- LU-C.1.4 The City shall investigate alternative solutions such as structured parking, shared parking or the creation of a parking district to address parking problems that may be created by intensification of employment in the technology centers.
- LU-C.1.5 The City shall analyze the traffic impacts of new development within the Central Technology Center.
- LU-C.1.6 The City shall establish express transit connections from the Central Technology Center and the Alvarado Technology Center to the intermodal facility.

Implementation Programs

- LU-C.1 The City shall update the zoning ordinance to facilitate the conversion of the Central Technology Center and the Alvarado Technology Center to more job-intensive uses.

Responsibility:

- ☐ Community Development Department
- ☐ Planning Commission

Time Frame:

- ☐ FY 02-03

- LU-C.2 The City shall work closely with local property owners and the business community to develop innovative parking solutions and develop ideas for a commercial service center.

Responsibility:

- ☐ Community Development Department
- ☐ Economic Development Coordinator

Time Frame:

- ☐ Ongoing

D. UNION LANDING

Union Landing is a 104-acre area located between I-880 and Dyer Street, south of the Whipple Road I-880 interchange and north of the Alvarado-Niles Road I-880 interchange. As of November 2000, most of Union Landing had been committed to development. The project demonstrates how the City can work with large-scale projects to meet fiscal and commercial service objectives. Build-out as a regional shopping destination, this district will require an on-going commitment to quality reinvestment to keep the area fresh and competitive.

In the past, the city has had a limited retail commercial base. Full buildout of this area will help enhance community identity, provide a greater balance between regional and community-oriented shopping opportunities, reduce a significant sales tax leakage out of the community, and improve the balance and amount of revenue sources for the City.



Shops at Century 25 center in Union Landing

Goal	To continue to encourage and support the development of Union Landing as the major retail center of the city and a retail center of regional and sub-regional significance.
LU-D.1	

Policies

LU-D.1.1 The City shall require that Union Landing be primarily devoted to commercial uses and activities serving regional markets. These regional uses should be located in areas having the highest visibility and good access from I-880.

LU-D.1.2 The City shall ensure that community-serving development will not detract from the development of the regional and sub-regional development types or detract from other community centers established elsewhere in Union City.



Office Max development in Union Landing with freeway pylon sign in background

LU-D.1.3 The City shall require development of a variety of retail and commercial uses in Union Landing to broaden the shopping base and maximize the opportunity for long-term economic success.

LU-D.1.4 In order to assure that all development and performance standards established for the applicable development type are met, the City shall require all new uses proposed for Union Landing to comply with the conditional use permit provisions of Chapter 18.56 of the Union City Municipal Code.

LU-D.1.5 The City shall construct a public plaza within Union Landing.

Goal LU-D.2

To encourage the development of uses, features and conditions in Union Landing that will allow the area to become the major commercial and entertainment center of Union City, including opportunities for daytime and evening uses.

Policies

LU-D.2.1 The City shall require development in Union Landing to incorporate landscaped areas that can become the focus of appropriate activities. When practical, pedestrian areas should be linked together to encourage a leisurely shopping environment.

LU-D.2.2 The City shall require the street system in Union Landing to focus on pedestrian links. All key entry points to the Union Landing District should be enhanced to attract people to the area.



Pedestrian walkway in Union Landing

- LU-D.2.3 The City shall encourage developers to adopt street names that reflect the heritage of Union City. The naming and signing in the area should help to set a positive image for the "Union City" name.
- LU-D.2.4 The City shall require that restaurants and commercial entertainment uses be located adjacent to pedestrian areas and linked by pedestrian ways. Commercial kiosks could be developed in the area for selling flowers, newspapers, snacks, that would enhance the area for pedestrians.
- LU-D.2.5 The City shall allow up to three free-standing fast-food restaurants only within the Community Commercial area in Union Landing and upon the issuance of a use permit. The end user should be a business not currently located in Union City.

Goal	To discourage uses, and avoid actions that would be detrimental to the
LU-D.3	achievement of Goals LU-D.1 and LU-D.2.

Policies

- LU-D.3.1 The City shall not permit uses in Union Landing that could jeopardize the viability of the desired commercial activities or that could detract from the goal of setting a positive image . In particular, the City shall **not** permit the following uses:
- a. New or used car, truck, RV, outdoor sales lots and/or repair facilities, except when developed within an Auto Mall activity area;
 - b. Residential uses, unless they are located above the ground floor of a commercial development in which retail commercial, service and/or office uses comprise at least 70 percent of the total floor area of the building;
 - c. Any form of industrial use;
 - d. Free-standing fast-food restaurants, except those located in areas intended for Community Commercial pursuant to Policy LU-D.7.1.c;
 - e. Automobile service stations; and
 - f. "Strip center" type developments that caters to convenience retail normally found in neighborhood centers.
- LU-D.3.2 The City shall discourage temporary or interim uses unless it can be demonstrated that such uses are needed to achieve the long-term goal of a viable retail center.
- LU-D.3.3 The City shall prohibit in Union Landing establishment of any major institutional or community facilities that require large land areas.

Goal	To ensure, to the extent practical, that all new development in Union Landing will be economically viable, that it will generate revenues to the City in excess of City costs to service development, and that it will create new jobs within the city.
LU-D.4	

Policies

- LU-D.4.1 The City shall require all proposals for development where the end user is not part of the application for development to provide data sufficient to demonstrate to City officials that:
- a. The developer has provided a written schedule for completing the project in a reasonable time period;
 - b. Adequate long-term management of the project has been provided for vis-a-vis operating Covenants, Conditions and Restrictions (CC&R's) or other similar maintenance agreements; and
 - c. The applicant/end user shall participate with the Alameda County Training and Employment Board.
- LU-D.4.2 The City should approve projects based on its determination that the mix of uses can provide greater revenue than service costs and an "elastic" revenue stream to the City. That is, the mix of uses should be such that given changing economic times the income to the City can remain relatively constant, including fulfilling reasonable expectations with regard to income growth.
- LU-D.4.3 The City should require that each development proposal where an end user is not an applicant be accompanied by a specific and professionally-prepared marketing plan. This plan should show how the developer intends to market the project to tenants, and market the tenants and activities to the public. Where the development is intended to include a free-standing fast-food restaurant, a use permit application shall only be accepted by the City when located in the Community Commercial area and the end-user has been identified.

Goal	To encourage unified development of Union Landing to achieve coordinated improvements and interconnections between development types.
LU-D.5	

Policies

- LU-D.5.1 The City shall require all public improvements required for a project to be constructed to the standards necessary to meet the needs for full development of the entire Union Landing.
- LU-D.5.2 The City shall require that all public improvements needed to serve full development of the area be paid for proportionally by all area developers based on the implementation program LU-D.1.

LU-D.5.3 If necessary to assemble enough land for a viable project, and/or eliminate existing undesirable uses, the City should apply its redevelopment powers, including eminent domain, to the extent possible. Such actions should only be taken if landowners refuse to cooperate.

LU-D.5.4 When appropriate, the City should use its redevelopment powers to provide capital improvements and otherwise facilitate site development.

Goal	To identify and, to the greatest extent possible, minimize the potential
LU-D.6	adverse effects of development in Union Landing on surrounding areas.

Policies

LU-D.6.1 The City shall require traffic circulation, road widening, and other street improvements (especially to streets surrounding Union Landing) to have a minimum adverse effect on adjoining properties and neighborhoods.

LU-D.6.2 The City should encourage all development projects to provide adequate private security services.

LU-D.6.3 The City shall require all development to be designed to incorporate the best available technology for fire safety.

LU-D.6.4 The City shall carefully consider the impacts of noise from I-880 in siting development and in the design of buildings.

LU-D.6.5 The City shall require that the impacts of light and glare from new development on adjacent residential areas be minimized.

LU-D.6.6 The City shall require that adequate finished grade elevations be provided to protect development from flood hazards.

LU-D.6.7 The City shall seek to continuously improve parking and circulation within Union Landing, including, but not limited to, modifying parking lot circulation, exploring the need for a parking garage, and supporting valet parking in the theater center.

Goal	To allow the development of various forms of commercial activities
LU-D.7	recognizing changing market conditions while organizing these activities into distinctive areas within Union Landing.

Policies

LU-D.7.1 The City shall allow the following five types of commercial development in Union Landing:

- a. Sub-Regional Commercial - The sub-regional commercial development type should be organized in an area of at least 20 acres in size to provide for large-scaled and smaller retail uses developed within individual buildings. High quality design and

architectural detail is expected from this type of development. It is critical that this form of development be situated in such a manner to take advantage of good visibility from I-880 as well as access from the freeway interchanges at Whipple and Alvarado-Niles Roads. Thus, this development type should be located either at the northern end of The Union Landing District or at the eastern end with good access to Dyer Street and/or Alvarado- Niles Road.

- b. Sub-Regional Specialty Commercial - This type of development, which should be clustered in an area of at least 15 acres, is intended for a variety of uses that can provide a mix of retail, office and entertainment uses in an environment that emphasizes pedestrian access and high quality design. This development type needs to take advantage of good access from arterials such as Dyer Street or Alvarado-Niles Road. Freeway visibility is not as critical for this development type as for others. As a result, appropriate locations for this form of development would be either on the eastern, central or southern portion of The Union Landing District.
- c. Community Commercial - Opportunities exist for the development of a high quality designed, pedestrian oriented center with uses serving the everyday needs of those who live or work in Union City. This development type should be clustered in an area of at least 15 acres in size and provide uses which complement rather than compete with other community centers in Union City. This type of development shall be situated on the Syufy property at the intersection of Dyer Street and Alvarado-Niles Road, and along the east side of Union Landing Boulevard including the gas station parcel, the transit center parcel and the In-N-Out fast food restaurant. Other locations in The Union Landing District shall be developed for other development types specified in this policy.
- d. Auto Mall - This development type, which caters to a sub-regional market, provides an opportunity to allow auto dealerships in a unified development scheme. It is envisioned that this activity would be located on the northern, central and eastern portion of The Union Landing District to take advantage of good freeway visibility and access.
- e. Office - This development type is intended to allow office buildings as an ancillary use either within another activity area or on its own. As a result, this form of development could be located anywhere in The Union Landing District but in a manner which will preserve the development opportunities for the regional, subregional and community commercial activity areas.

LU-D.7.2 The City shall consider the use of "pad" commercial development. Pads are a form of development intended to provide opportunities for smaller, stand-alone commercial uses on individual parcels. Pads are typically located at the periphery of a development on parcels of two acres or less. This type of use is considered ancillary and should only be proposed in conjunction with a comprehensive development plan.

LU-D.7.3 There should be no further spread of Community Commercial in Union Landing beyond the currently designated area.

- LU-D.7.4 To maintain flexibility and maximize the utilization of the area, the City shall require that ancillary types of development including office and "pad" commercial development be developed on no more than ten percent of the land area in Union Landing.
- LU-D.7.5 The City shall determine the appropriate development type on a project basis.
- LU-D.7.6 Where the initial project is a "stand alone" building for one use, the City shall require the applicant to demonstrate that the objectives and standards of the appropriate development type are met.

Implementation Programs

- LU D.1 The City shall prepare an improvement plan that addresses the financing and construction of improvements needed for the widening of Alvarado-Niles Road and Union Landing Boulevard.

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03

- LU D.2 The City shall prepare an improvement plan that addresses a Union Landing plaza and parking structure.

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03

E. INTERNATIONAL MARKET PLACE

The Economic Development Strategy identified the demand for additional commercial services in the western half of the city. During General Plan Update workshops, the community informed the City that they wanted to enhance the existing commercial centers, rather than build additional ones. The Four Corners area was identified as an opportunity site for increasing commercial services for the community and ethnic specialty foods.

The International Market Place (formally known as Four Corners) district includes parcels located on all four corners of Alvarado Boulevard and Dyers Street. There are 27.4 acres with 286,400 square feet of development zoned for community commercial uses. Densities reflect the standards of the 1970s suburbs with a low floor area ratio (0.24).

The City's objective for the International Market Place emphasizes a commercial "density node" which will function as a community town center for Union City's west side. This would include a higher floor area ratio for commercial development and could increase the

amount of commercial space by as much as 20,000 square feet. In addition, this area would add up to 20,000 square feet of public facility uses.

Goal	To redevelop the Four Corners commercial center as the new International Market Place with new commercial services and an emphasis on ethnic specialty foods.
LU-E.1	

Policies

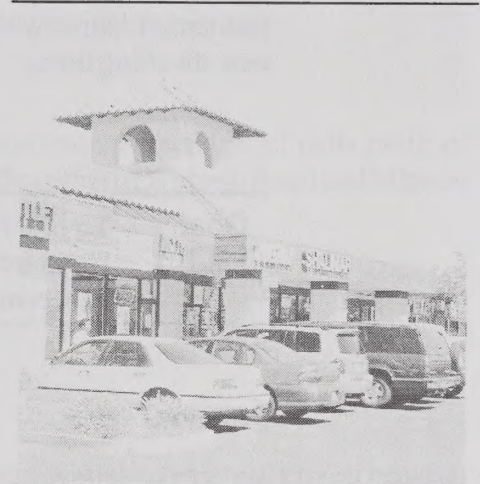
LU-E.1.1 The City shall pursue attracting new businesses and retaining existing businesses that specialize in ethnic specialty goods/foods which will create an “international” market atmosphere that reflects the ethnic diversity of Union City.

LU-E.1.2 The City shall work with the Redevelopment Agency to redevelop the International Market Place as a commercial mixed-use town center for Union City’s west side.

LU-E.1.3 The City shall provide for new commercial uses with an emphasis on retail and professional office uses.

LU-E.1.4 The City shall support the development of public facilities, including a public meeting venue, in the International Market Place.

LU-E.1.5 The City shall prepare a overall plan for the International Market Place that will address such issues as transit access, traffic circulation and pedestrian access among the four corners.



Shopping center on southeast corner of Dyer Street and Alvarado Boulevard

Implementation Program

LUE.1 The City shall prepare a plan for the International Market Place that will address such issues as transit access, traffic circulation, and pedestrian access between the four corners.

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03, 03-04

F. MISSION BOULEVARD

Mission Boulevard is a traditional community service area and gateway district to Union City. The area has served the Decoto neighborhood and passersby for several decades.

The area currently has about 66,000 square feet of development at a very low density/intensity. Overall objectives for the Mission Boulevard include intensifying community commercial services and enhancing the image of the district. The City's approach assumes there will be a proactive effort to increase the density and energy along Mission Boulevard. It assumes the area will be redeveloped as a mixed-use commercial and residential district with 35,627 square feet of new commercial space and approximately 120 new dwelling units.

Goal	To redevelop the area along Mission Boulevard from Decoto Road to the
LU-F.1	Hayward city limits to intensify the land use and provide opportunities for new commercial and residential development.

Policies

- LU-F.1.1 To allow for new commercial and residential opportunities along Mission Boulevard, the City shall facilitate the relocation of the mobile home park.
- LU-F.1.2 Where Mission Boulevard meets the Hayward-Union City city limit line, the City shall work with the Redevelopment Agency to make streetscape (e.g., public art) and landscape improvements that enhance the area's visual appeal and establish Mission Boulevard as a gateway to Union City.
- LU-F.1.3 The City shall develop the Mission Boulevard area as a mixed-use commercial and residential district.
- LU-F.1.4 The City shall work with the Redevelopment Agency on an aggressive campaign to bring existing development up to code, remove blighted buildings, and keep the area free of trash and litter.
- LU-F.1.5 The City shall work with the Redevelopment Agency to make Mission Boulevard a safe, well-lighted pedestrian environment.
- LU-F.1.6 The City shall require buildings on Mission Boulevard be constructed to the front property line with commercial/retail uses on the first floor. Parking areas shall be located in the rear of the building to retain a commercial frontage. On-street parking shall be permitted on Mission Boulevard.

- LU-F.1.7 The City shall design and implement improvements to the Mission Boulevard corridor to enhance the entry character, reflect the historic or Mission style , and to landscape the boulevard to minimize the impression that this roadway is a dividing line in the city.
- LU-F.1.8 The City shall require residential developments along Mission Boulevard to provide entrances into the units/project that are off of Mission Boulevard. The units should have a courtyard focus and only be located above the first floor when directly adjacent to Mission Boulevard.

Implementation Program

- LU-F.1 The City shall award a contract to construct 120 affordable, residential units north of Whipple and to construct office, and commercial at the corner of Whipple Road and Mission Boulevard and Tamarack Drive and Mission Boulevard.

Responsibility:

- ☐ Community Redevelopment Agency

Time Frame:

- ☐ FY 02-03, 03-04

- LU-F.2 The City shall issue an RFQ to develop a mixed-use residential/commercial project between D Street E Street, 2nd Street and Mission Boulevard.

Responsibility:

- ☐ Community Redevelopment Agency

Time Frame:

- ☐ FY 01-02

G. UNION CITY BOULEVARD

The Union City Boulevard area between Old Alvarado and Whipple Road has about 55 acres of land, most of which is developed with warehouse and industrial uses. As of November 2000, there was about 912,300 square feet of development in the area at an average floor area ratio of 0.32. There are approximately eight acres that are vacant.

The City intends to develop/redevelop this area as a street-oriented, light industrial, business district with more intensive uses. The City's goal is to emphasize higher job density through warehouse conversion to flex space, infill commercial development, and design a more deliberate connection to Union City Boulevard as a business address. Development/redevelopment of this area has the potential to produce an additional 115,399 square feet of light industry/R&D through the conversion of warehouse to flex space and an additional 46,260 square feet of commercial through infill, both of which could create a total of 1,532 new jobs. The City would also like to create stronger linkages to Old Alvarado as a commercial service amenity/center.

Goal	To make a more deliberate connection to Union City Boulevard as a business address by emphasizing infill development and conversion to uses with high job density (i.e., flex space).
LU-G.1	

Policies

- LU-G.1.1 The City shall actively pursue infill opportunities for light industrial development in the northern Union City Boulevard corridor.
- LU-G.1.2 The City shall work with the Redevelopment Agency to encourage the conversion of warehouse uses to flex space to attract higher-paying, high-tech jobs.

Goal	To create stronger linkages to Old Alvarado as a commercial service amenity/center.
LU-G.2	

Policies

- LU-G.2.1 The City shall encourage retail and commercial uses to orient to the sidewalk and to maintain an active street frontage in the pedestrian-oriented parts of Old Alvarado.
- LU-G.2.2 The City shall encourage residential development in Old Alvarado behind the commercial frontage on the west side of Union City Boulevard south of Bettencourt Way to create a strong market for proposed retail activities.
- LU-G.2.3 The City should emphasize commercial revitalization and development in Old Alvarado while retaining its "Old California Town" character.
- LU-G.2.4 The City shall continue to utilize the existing Old Alvarado design guidelines.
- LU-G.2.5 The City shall construct a gymnasium on Union City Boulevard in the Old Alvarado District, south of Horner Street.

Implementation Programs

- LU-G.1 The City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in Old Alvarado.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

H. HORNER/VEASY STREET

The Horner/Veasay Street site, which lies within the Redevelopment Project Area, includes about 18 acres of vacant and underutilized land on the west side of Union City north of the Union Sanitary District Treatment Plant. Intensive residential uses are not appropriate for this site given its proximity to the treatment facility and to existing housing, and lack of public transit. The City intends to encourage light industrial development in the area.

Goal	To develop the Horner/Veasay Street site as light industrial and allow some
LU-H.1	portion of the site to be used by faith organizations.

Policies

- LU-H.1.1 The City shall support the redevelopment of the area for light industrial use.
- LU-H.1.2 The City shall redesignate/rezone a portion of the site to accommodate faith organizations if environmental investigations reveal that the site is suitable for such development.



Implementation Program

None identified beyond existing programs.

New Union Sanitary District office building in the Horner/Veasay Street area

I. CALTRANS PROPERTY

The 35-acre Caltrans Property is located south of Alvarado-Niles Road on the eastern end of the city. The City recognizes this site as an important future gateway and potential open space resource and would like to develop the site with residential and recreational uses. There is a tremendous opportunity to develop the park so that it could complement Quarry Lakes and extend into Fremont. Some portion of the land would also be developed as single-family residential. The availability of the Caltrans property is dependent on the construction and configuration of Route 84 connections to Union City.

Goal	To create a community park site that serves as a gateway to Union City
LU-I.1	along Route 84.

Policies

- LU-I.1.1 The City shall make efforts to purchase the Caltrans property and expand Arroyo Park.
- LU-I.1.2 The City shall ensure that Arroyo Park is functionally linked to Quarry Lakes (in the city of Fremont) by park and open space areas along Alameda Creek.

- LU-I.1.3 The City shall strive to design the park so that it buffers residential uses from State Route 84 and provides recreation facilities to serve the neighborhood and the community as space allows.
- LU-I.1.4 The City shall allow single-family residential to develop on the remainder of the Caltrans property, if any, that is not utilized for park or SR 84.

J. HILLSIDE AREA

The Hillside Area, consisting of roughly 6,100 acres to the north and east of Mission Boulevard in Union City, and approximately 1,000 acres in an adjacent area in Fremont, is largely undeveloped and located at the edge of existing urban development. The area's development is guided and regulated by the *Hillside Area Plan*, adopted on July 25, 1995. The area includes the East Bay Regional Park District's Dry Creek Pioneer Regional Park. The Plan area within Union City was the subject of the City's Measure B, passed by Union City voters in 1989 which required the preparation of an Area Plan. The Plan implements the goals of Measure B which include the following: establishing a density limit for development; preserving the area's natural appearance; encouraging the continuation of agricultural uses; preserving critical natural ecological systems; protecting the watershed; identifying and preserving archaeological, historical, and cultural resources; providing a continuous flow of open space; encouraging cluster development that harmonious with the natural environment; providing high quality residential housing; providing adequate city services; providing general guidelines and standards for reviewing any development; requiring developers to pay their fair share of on-site and off-site costs; and ensuring traffic from new development does not overburden streets in the area.

The Area Plan is primarily a policy document with policies that guide land use, circulation, municipal service provision, and resource preservation in the Hillside area. The policies of this Plan were incorporated into the *Union City General Plan*.

The planning process for the Hillside Area is iterative, which means that several phases of planning will occur before development occurs in the area. Measure B requires that a Specific Plan be prepared prior to any development that takes place in portions of the Hillside Area that were designated for agriculture at the time the Measure was adopted. At that time, some of the policies in this Area Plan may need to be re-evaluated in accordance with the additional level of detail that the Specific Plan process will include.

As a result, specific densities for development in the development areas and the environmental review for the Area Plan does not include site specific analysis of environmental factors. These steps will be completed during the future Specific Plan process.

Following the passing of Measure B, the people of the city of Union City voted for and passed another ballot measure—Measure II—in November 1996 that ensures that the development policies of the Hillside Area Plan may not be changed without a public debate and a vote of the people of Union City. The 53 development policies that appear in the Hillside Area Plan are protected from any amendment or appeal by the City Council. This

measure seeks to prevent transitory short-term decisions that may jeopardize the original intent of the Hillside Area Plan, which is to protect the hillside area from environmentally-destructive hillside development.

Goal LU-J.1	To provide for the orderly development of the Hillside Area that protects and enhances the area's natural resources.
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Policies

- LU-J.1.1 The City shall allow development of the Hillside Area according to the Hillside Area Plan policies listed in Appendix B.

K. ADMINISTRATION AND IMPLEMENTATION

The effectiveness of the General Plan ultimately depends on how it is implemented and maintained over time. State law requires that most actions of local governments affecting the physical environment be consistent with the general plan, and sets out guidelines for the plan's monitoring, updating, and amendment.

The following section contains goals, policies, and implementation programs to ensure that the City of Union City maintains a high level of attention to the General Plan by providing for routine review and update of the Policy Document and Background Report and ensuring that other City regulations and ordinances are consistent with the General Plan.

Goal LU-K.1	To provide for the ongoing administration and implementation of the General Plan.
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Policies

- LU-K.1.1 The City shall review and amend, as necessary, applicable ordinances and regulations to ensure consistency with the General Plan.
- LU-K.1.2 The City shall review the General Plan annually and amend it as deemed necessary.
- LU-K.1.3 The City shall not amend the General Plan more than four times per year. Each amendment, however, may include multiple changes. Any amendments requires Planning Commission and City Council public hearings.
- LU-K.1.4 The City shall conduct a major review of the General Plan, including the General Plan Policy Document and Background Report, every five years and revise it as deemed necessary.

Implementation Programs

LU-K.1 The City shall review and amend, as necessary, applicable ordinances and regulations referenced herein to ensure consistency with the General Plan. These shall include the following:

- a. Zoning Ordinance
- b. Subdivision Ordinance
- c. Development standards

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03, as necessary

LU-K.2 The City shall implement the provisions of this General Plan through its ongoing project review process.

Responsibility:

- ☐ Planning Commission
- ☐ City Council
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

LU-K.3 The Planning Commission shall review the General Plan annually, focusing principally on actions undertaken in the previous year to carry out the implementation programs of the Plan. The Planning Commission's report to the City Council shall include, as the Commission deems appropriate, recommendations for amendments to the General Plan. This review shall also be used to satisfy the requirements of Public Resources Code §21081.6 for a mitigation monitoring program.

Responsibility:

- ☐ Planning Commission
- ☐ Community Development Department

Time Frame

- ☐ FY 02-03; annually thereafter

- LU-K.4 The City shall conduct a major review of the General Plan, including the General Plan Policy Document and Background Report, every five years and revise it as deemed necessary.

Responsibility:

- ☐ City Council
- ☐ Planning Commission
- ☐ Community Development Department

Time Frame:

- ☐ FY 06-07; every five years thereafter

- LU-K.5 The City shall investigate and implement, as appropriate, mechanisms to be used for funding the five-year update of the General Plan.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

COMMUNITY DESIGN ELEMENT

INTRODUCTION

New development and redevelopment can help define and provide a stronger identity for Union City. The City's overarching community design goal is to strengthen Union City's identity by improving the quality of places and images throughout the city. The City can do this in several ways. First, the City can preserve the character and identity of its older neighborhoods (i.e., Alvarado and Decoto). Over the past four decades this historical character has been slowly eroding. Preserving these areas will help to maintain the residents' ties to the past. Second, the City is now moving away from low-density walled residential neighborhoods and automobile-oriented street patterns and shopping areas that have dominated the built environment over the last forty years and move towards mixed-use development with more intensive employment centers and pedestrian oriented/transit-friendly development. Third, the City can create better connections between neighborhoods. Fourth, Union City has a tremendous potential for gateway enhancement since the city has a number of existing gateways that can create an important first impression for those motorists/pedestrians entering the City. Fifth, the City can enhance the aesthetic quality of the built environment by encouraging variety in architecture, public art programs, thematic signage, and streetscape improvements. Lastly, the City can improve the relationship between the built and natural environment by ensuring that new development respects the natural setting by blending in with the surrounding landscape as well as protecting visual access to Union City's natural features. The Community Design Element seeks to accomplish these goals by focusing on the following general concepts: distinctive districts, important civic corridors, and gateways.

A. GENERAL

Goal	To ensure high quality appearance and harmony between existing and new
CD-A.1	uses, while avoiding monotony in style, height, and mass.

Policies

- CD-A.1.1 The City shall encourage development that is visually and functionally compatible with the surrounding neighborhoods by:
- a. Maintaining a height and density of development that is compatible with adjacent developed neighborhoods;
 - b. Accenting entrances to new neighborhoods with varied landscaping, hardscaping, and signage treatment; and
 - c. Providing various points where residents can enter the wetland/baylands and access the internal bicycle and pedestrian circulation systems.

CD-A.1.2 The City shall ensure that the design of new development is pedestrian-friendly (e.g., sidewalks that are well shaded and safe from automobile traffic) and oriented toward the use of transit.

CD-A.1.3 The City, through the Arts Council, shall prepare a citywide public art program that encourages the placement art displays (sculptures, fountains, etc.) in public places throughout Union City.

CD-A.1.4 The City shall condition new development to build or contribute to public art. On projects that provide public art, the art shall be placed in highly visible, high traffic areas such as front yards, plazas, and entryways.



Fountain at Union Landing

CD-A.1.5 The City shall emphasize Union City's natural features as the visual framework for new development and redevelopment.

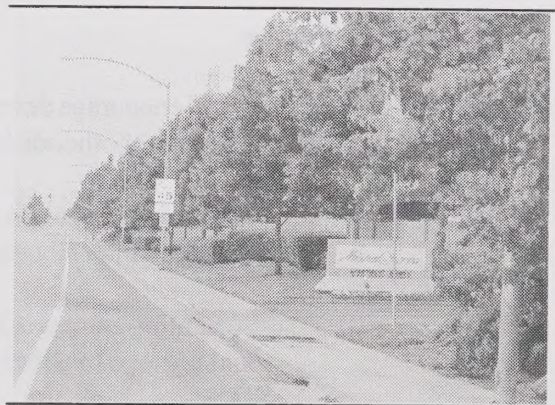
CD-A.1.6 The City shall ensure that the design of all new residential development achieves a sense of visual integration and orderliness, but shall promote diversity in terms of specific design solutions.

CD-A.1.7 While linear elements such as roads, utility corridors, and rail lines create physical boundaries for neighborhoods, the City should make every effort to identify and implement design solutions that will, physically and emotionally link new neighborhoods with other residential neighborhoods and make neighborhood residents feel a part of the larger Union City community.

CD-A.1.8 The City shall use different landscaping themes to help accent and distinguish different neighborhoods, as well as to signal transitions from public areas to private areas.

CD-A.1.9 The City shall require that entrances to new neighborhoods be accented with different landscaping, pavement, and signage treatments.

CD-A.1.10 When feasible, the City should encourage new developments to be sited to respond to climatic conditions, such as solar orientation, wind, and shadow patterns.



Entrance to multi-family development on Mission Boulevard

CD-A.1.11 The City shall strive to provide a social, recreational center of focus to enhance neighborhood identity and function.

CD-A.1.12 The City shall design residential communities so that they avoid becoming isolated walled enclaves. Gated communities shall be specifically discouraged.

CD-A.1.13 The City shall require undergrounding of utility lines in new development and as areas are redeveloped, except where infeasible for operational or financial reasons.



Clubhouse at Monte Vista development

CD-A.1.14 The City shall ensure that development (including new construction and remodeled and rehabilitated structures) surrounding the Civic Center complex is compatible with the architecture, site planning, and landscaping of the Civic Center.

CD-A.1.15 The City should require the use of energy efficient and energy conserving design and construction techniques in all types of projects (including new construction and remodeled and rehabilitated structures).

CD-A.1.16 The City should develop design standards to allow energy self-sufficiency and generation projects.

CD-A.1.17 The City shall require one-story units in all new residential developments.

CD-A.1.18 The City shall require that, for single-family projects of 50 units or more, the developer will include a variety of architectural designs for both one and two-story units.

See *Public Facilities and Services Element, Goal G.2*, for additional policies on energy.

Goal To encourage site design that is sensitive to residents' and businesses' needs
CD-A.2 for privacy, security, and buffering from other uses and activities.

Policies

CD-A.2.1 The City shall require adequate spacing or insulation between buildings so that residents have separation from neighbors and adequate privacy.

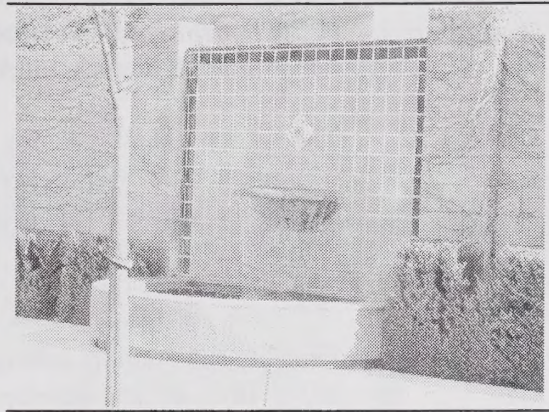
CD-A.2.2 The City shall design open space areas, bicycle and pedestrian systems, and housing projects so that there is as much informal surveillance by people as possible to deter crime.



Street light at Bay Colony

- CD-A.2.3 Whenever possible and appropriate, the City shall avoid backing residences onto trails or recreational facilities to deter crime.

- CD-A.2.4 The City shall review lighting and landscaping plans to ensure that they respond to public safety concerns.



Fountain at Masonic Homes

Implementation Programs

- CD-A.1 The City, through the Arts Council, shall prepare an overall public art program that encourages the placement art displays (sculptures, fountains, etc.) in public places throughout Union City.

Responsibility:

- ☐ Leisure Services Department

Time Frame:

- ☐ Ongoing

- CD-A.2 The City should develop energy efficiency and energy conservation design guidelines to help developers and homeowners identify possible options to improve the energy efficiency of their projects. The guidelines should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

- CD-A.3 The City should develop design standards to allow energy self-sufficiency and generation projects. The standards should reflect acceptable project impacts by zoning code designation and should be updated annually to ensure they continue to reflect current technologies and practices.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

B. DISTINCTIVE DISTRICTS

Union City has a number of distinctive districts—Station District, Central Technology Center, Union Landing, International Market Place, Decoto, and Old Alvarado — that serve as important residential, shopping, and employment centers. This Element seeks to enhance the image of these districts and neighborhoods by improving the aesthetic quality of the built

environment, creating pedestrian-friendly and transit-friendly environments, and connecting the district to surrounding neighborhoods.

Goal	To develop and design the Station District at a level of quality commensurate with its role as a major transit hub, business center, and residential address and to design the Station District so as to signify Union City's rising status as the "Gateway to Silicon Valley."
CD-B.1	

Policies

- CD-B.1.1 The City shall require that development in the Station District be of the highest architectural quality and reflect the image of Union City in the 21st century. The City shall avoid visual monotony by encouraging variety in architectural styles.
- CD-B.1.2 The City shall prepare design guidelines for the Station District that establish architectural continuity, including a strong street orientation, building massing, creating active building edges along streets and pathways, continuing the historic street grid pattern and reinforcing a pleasant and safe pedestrian street environment.
- CD-B.1.3 The City shall require that the Station District be pedestrian-friendly with a design that minimizes the impact of parking on the quality of the streetscape and the neighborhood.
- CD-B.1.4 The City shall encourage variety in public spaces and pedestrian places in and around the intermodal facility.
- CD-B.1.5 The City should include a fully integrated public art program for the Station District that links to the intermodal facility.
- CD-B.1.6 The City shall require that all new projects be designed to achieve visual harmony and quality within the Station District. Views to and from the hills should be preserved. A graceful transition from the flatlands to the hillsides should be promoted.
- CD-B.1.7 The City shall develop a streetscape master plan that outlines a unified design theme consisting of landscaping, sidewalks, pedestrian street crossings, and lighting.
- CD-B.1.8 The City shall ensure that mixed use development around the intermodal facility includes ground-floor retail commercial uses.
- CD-B.1.9 The City shall ensure that the Station District has strong pedestrian connections to surrounding neighborhoods and to greater Union City. The City shall create strong connections between the intermodal facility and the bikeway/trail system.
- CD-B.1.10 The City should ensure overall visual integration of site improvements in the design of commercial, office, and similar non-residential uses, but allow for structural diversity that will result in an attractive and vibrant environment.

- CD-B.1.11 The City shall encourage a mix of residential densities within the Station District when such mix will enhance the opportunities for neighborhood design. Specific objectives include unique streetscapes with a sense of openness, landscaping opportunities, and varied building setbacks. Further, mixed densities should be permitted when this approach will allow maximizing open space and recreational opportunities within the neighborhood.
- CD-B.1.12 The City shall establish design guidelines for commercial, office, and other business uses that enhance the sense of the Station District as being a special place. The City shall provide for the integration of new uses from site to site and in terms of links to mass transit facilities.
- CD-B.1.13 Where appropriate, the City shall encourage taller buildings in order to help provide identity to the area. The City should encourage tall mixed-use buildings adjacent to the intermodal facility designed to provide a landmark image for the area. However, in allowing taller buildings, the City should take special care to avoid blocking significant views from adjoining existing and planned uses.
- CD-B.1.14 The City shall promote visual excitement within individual projects through building design and the way components of the project are assembled on the site. Massing of structures and arrangement of spaces should add interest, provide separation between public and private areas, and offer relief from parking areas and busy streets.
- CD-B.1.15 The City shall ensure that the design of the Intermodal Station provides a focal point for connecting streets and pedestrian-ways.
- CD-B.1.16 The City shall ensure the design of the Intermodal Station provides a central geometric focus and form that reflects its civic and regional importance.
- CD-B.1.17 The City shall promote the development of visible civic and community uses within the Station District.
- CD-B.1.18 The City shall ensure the Intermodal Station includes numerous pedestrian amenities, such as overhead weather protection between transit facilities.
- CD-B.1.19 The City shall provide thematic signage and wayfinding signage within the Station District.
- CD-B.1.20 The intermodal facility should be a major architectural landmark for Union City.
- CD-B.1.21 The City shall ensure that the Station District has clear connections to the citywide network of open spaces.
- CD-B.1.22 The City shall strongly encourage BART to incorporate the Intermodal Station District and Transit Facility Plan as developed by the Intermodal Action Team and approved by the City Council when BART expands the station, constructs the bus facility or develops its property for more intensive uses.
- CD-B.1.23 The City shall incorporate the Intermodal Station District and Transit Facility Plan land use and design recommendations into the site development of all lands within the Station District. See Appendix C for the land use plan, transit facility plan and design recommendations.

- CD-B.1.24 The City shall require that the design of buildings and landscaping on the west side of Union Square screen the service area at the rear of Rite Aid and improve and enhance the pedestrian connection between the transit facility on BART property and the Marketplace commercial center.
- CD-B.1.25 The City shall provide a high level of maintenance to keep public property, streets and landscaping clean and in prime condition at the transit facility and in the Station District.
- CD-B.1.26 The City shall require that all bike pathways in the Station District be paved with a smooth material appropriate for wheelchairs, strollers, skates, etc.
- CD-B.1.27 The City shall require that any tunnel connecting the BART property to the PG&E property be designed with “mall-like” atmosphere that incorporates retail wherever possible, creates an environment that maximizes light and spaciousness, and has high quality finishes.
- CD-B.1.28 The City shall encourage that development immediately around the BART station be seven or more stories in height and that buildings further away from the BART station decrease in height to meet the scale of the existing neighborhoods, as recommended in the Intermodal Station District and Transit Facility Plan.
- CD-B.1.29 The City shall discourage the use of sound walls and gated communities in the Station District, while recognizing that safety and security will need to be addressed.
- CD-B.1.30 The City shall require that multi-family housing be designed for the safety and security of children, and provide amenities for children, such as playgrounds, within the complex.
- CD-B.1.31 The City shall design for the safety and security of children in the development of any outdoor play areas within the Station District.

Goal	To reposition the Central Technology Center as a more intensive research and development and light industrial business park and to enhance the capacity and image of the area reflecting the elevated status as a regionally-recognized technology center.
CD-B.2	

Policies

- CD-B.2.1 The City shall create a monumental entry statement for the Central Technology Center District utilizing well-designed new development, lighting, streetscape improvements, and signage.

CD-B.2.2 The City shall design an attractive transit facility in the interior of the Central Technology Center District.

CD-B.2.3 The City shall encourage the removal of unused rail spurs.

Goal To focus on connecting and integrating Union Landing into the community, including landscaping the surrounding streets and creating community gathering places and gateways.

Policies

CD-B.3.1 The City should integrate all uses within the Union Landing District by an attractive, well-landscaped circulation system that accommodates public transportation facilities, private vehicles, and pedestrians. In particular, the design should encourage pedestrian movement between activity areas. Further, the City should make attractive pedestrian links to adjacent residential areas outside of Union Landing.



CD-B.3.2 The City should cluster buildings around landscaped pedestrian areas. Buildings should have good visibility afforded to retailers. All buildings should be unified by architectural design, signing, lighting, etc.; and, as appropriate, should be in harmony with the design of similar public facilities, structures and signing.

Pedestrian walkway at Union Landing

CD-B.3.3 The City shall require that all public facilities and structures, and other features be unified through common design characteristics. Landscaping within the public right-of-way, sidewalk design and materials, crosswalk materials, streetlights, bus stops, street and directional signing, etc., should all be designed in harmony and to establish a special character for Union Landing.

CD-B.3.4 The City shall require attractive directional signing at I-880 as well as landscaping and architectural features visible from the Freeway designed to attract the passersby to the area. The view from the Freeway should be carefully planned and controlled.

CD-B.3.5 The City shall ensure that individual site design includes the following:

- a. Development is well integrated with existing and proposed development on adjoining properties. Visual, pedestrian and vehicular integration should be achieved;
- b. Landscaped areas are provided between clusters of buildings;
- c. Adequate landscaped areas are provided along street frontages to soften the appearance of structures;

- d. Adequate parking is provided for the proposed use. Parking areas should be well landscaped and appear as areas with many rows or clusters of trees rather than "seas" of asphalt;
- e. Uses are effectively linked with public transportation facilities; and
- f. Where possible, water elements are provided.

CD-B.3.6 The City should require that buildings and other structures are designed generally to:

- a. Maintain a human scale. Excessively large or massive, unbroken building faces should be avoided; and
- b. Have individually unique characteristics, but complement other development in the area. Designs should not be either too similar or too different. Colors and materials should be controlled to ensure a unified appearance in the area. Building signing, lighting, and other similar details should be controlled.

CD-B.3.7 The City shall encourage developers to incorporate public places into each development type. In particular, the City shall encourage creation of a central public plaza in Union Landing.

CD-B.3.8 The City shall develop a public art program that will provide the central public plaza in Union Landing with public art displays such as sculptures and fountains.

CD-B.3.9 The City shall require each development type to provide landscaped and hardscaped pedestrian features to help create a leisurely shopping environment. Each development type shall accommodate transit service.

Goal	To redevelop the International Market Place to include a unifying streetscape
CD-B.4	and architectural theme connected by pedestrian walkways and storefronts.

Policies

CD-B.4.1 The City shall ensure that the design of the facade improvements for the International Market Place include international design themes.

CD-B.4.2 The City shall ensure that the streetscape improvements complement the international design themes of the storefronts.

CD-B.4.3 The City shall encourage buildings to be developed along the edge of streets at the corners to visually connect the four sites and to encourage pedestrian interaction.

CD-B.4.4 The City shall work with the Redevelopment Agency to encourage aesthetic improvements to the International Market Place that include the following features:

- a. A common architectural theme that is contemporary and attractive and has a unique relationship to the surrounding community;
- b. Attractive building frontages that are readily visible from the public street;
- c. Variation in the roofline (multi-planed, pitched roofs, varied cornice lines);
- d. Articulation in the walls (insets, projections, canopies, wing walls, trellis);
- e. Parking areas with tree coverage that are attractive and provide adequate shading;
- f. Main entryways and primary internal driveways defined by using landscaping, textured paving, etc.;
- g. Attractive landscaping to enhance business by softening buildings and parking areas;
- h. Pedestrian-friendly design; and
- i. Imaginative solutions to providing development features such as water features, public art, project lighting, signs, screening and enclosing elements.



Four Corners International Market

Goal	To preserve and enhance the Decoto neighborhood's historic character by
CD-B.5	protecting its historic buildings and the neighborhood's pattern and scale.

Policies

- CD-B.5.1 The City shall preserve the Decoto neighborhood's overall historic pattern and scale by ensuring that new/infill development is compatible with the surrounding built environment.
- CD-B.5.2 The City shall enhance the Decoto neighborhood's pedestrian/motorist connections to surrounding neighborhoods.



Decoto School

- CD-B.5.3 The City shall continue to work with the Union City Historical Museum through the preservation ordinance to identify and protect important historical buildings in the Decoto neighborhood.

Goal	To preserve Old Alvarado as a historic storefront district by improving the streetscape near the historic center and expanding the walkable character of Old Alvarado.
CD-B.6	

Policies

- CD-B.6.1 The City shall emphasize commercial revitalization and development in Old Alvarado while retaining its "Old California Town" character. Further, new development should be designed consistent with the architectural style of existing homes in the immediate area of the development.
- CD-B.6.2 The City shall continue to work with the Union City Historical Museum through the preservation ordinance to identify and protect important historical buildings in the Old Alvarado neighborhood.
- CD-B.6.3 The City shall promote a design concept for Old Alvarado that emphasizes extending streetscape and intersection/crosswalk improvements to connect emerging development areas on Union City Boulevard, Smith Street, and other nearby sites.
- CD-B.6.4 The City shall encourage new street-oriented commercial and mixed-use buildings.
- CD-B.6.5 The City shall enhance the Old Alvarado neighborhood's pedestrian/motorist connections to surrounding neighborhoods.
- CD-B.6.6 The City shall consider creating a "café district" in Old Alvarado.
- CD-B.6.7 In the commercial area of Old Alvarado, the City shall create a pedestrian-friendly shopping environment through various streetscape improvements such as:
- attractive paving materials and patterns for sidewalks and pedestrian crosswalks;
 - street furniture that articulates and defines space;
 - Street trees with attractive planters;
 - highly stylized pedestrian-scale lighting; and
 - bollards.



Old Alvarado building at Smith Street and Union City Boulevard

Implementation Programs

- CD-B.1 The City shall prepare design guidelines for the Station District that establish architectural continuity, including a strong street orientation, building massing, creating active building edges along streets and pathways, continuing the historic street grid pattern and reinforcing a pleasant and safe pedestrian street environment.

Responsibility:

- ☐ Community Development Department
- ☐ City Council

Time Frame:

- ☐ FY 01-02

- CD-B.2 The City shall continue to work with the U.C. Historical Museum through the preservation ordinance to protect important historic buildings identified in the Union City Cultural Resources Survey

Responsibility:

- ☐ Community Development Department
- ☐ City Council

Time Frame:

- ☐ Ongoing

- CD-B.3 The City shall design and construct gateway elements/monuments for Union Landing at the corners of Alvarado Niles Road/ Dyer Street and Dyer Street /Courthouse Drive.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department
- ☐ City Council

Time Frame:

- ☐ FY 01-02

- CD-B.4 The City shall create a landscape, lighting and maintenance district for the Station District to fund the higher level of maintenance that will be required in the dense, pedestrian oriented core area.

Responsibility

- ☐ Public Works Department
- ☐ City Council

Time Frame

- ☐ FY 02-03

- CD-B.5 The City shall establish design guidelines and standards for the streets, pedestrian walkways, bicycle pathways, landscaping, lighting, and amenities such as benches and garbage receptacles for the core of the Station District.

Responsibility

- ☐ Public Works Department
- ☐ Community Development Department
- ☐ City Council

Time Frame

- ☐ FY 02-03

C. CORRIDORS

Union City has a variety of circulation corridors including streets, rail lines, and pedestrian pathways/trails that embody Union City's travel experience by connecting key parts of the city. The City has an opportunity to enhance important corridors, such as Union City's principal civic and business corridors, through various design concepts that focus on streetscape improvements (i.e., street trees, median landscaping), building frontage improvements, visible landmarks, street edges, and focal points.

Goal	To create distinct and attractive corridor environments along Union City's
CD-C.1	major roadways and transit lines.

Policies

- CD-C.1.1 The City shall prepare an overall streetscape master plan for the entire city that identifies various improvements such as providing a variety of light fixture styles, accent landscaping, street furniture, decorative signage, landscape medians, and bollards.
- CD-C.1.2 The City shall create a citywide sign program that places "icon" signs along major corridors to help distinguish Union City from Fremont and Hayward. The sign program shall also address standards for signs within the public right-of-way.
- CD-C.1.3 Whenever possible, the City shall avoid road alignments that result in long stretches that encourage speeding by motorists and that are visually monotonous.
- CD-C.1.4 The City shall make Dyer Street an important entry-street and connection between Union Landing and the Home Depot.
- CD-C.1.5 The City shall maintain Alvarado-Niles Road as Union City's "central spine" by creating design concepts that reflect its civic importance emphasizing continued streetscape investments, visible landmarks, and focal points.
- CD-C.1.6 The City shall promote the intensive development of the Alvarado-Niles Road/Decoto intersection.

CD-C.1.7 The City shall encourage future development at the Alvarado-Niles Road/Decoto intersection to have a strong street orientation and provide a defined and distinctive edge. The City shall encourage new buildings to be sited along street frontages and at street corners.

CD-C.1.8 The City shall preserve the historic importance of Decoto Road by encouraging continuity in streetscape with street-oriented buildings.

CD-C.1.9 The City shall respect the Masonic Home's commanding presence along Mission Boulevard and require that new development/redevelopment complement the Home's architectural style. The Masonic Home should be an inspiration for design along Mission Boulevard.



Mature trees along Alvarado-Niles Road at the Civic Center

CD-C.1.10 The City shall intensify and add to the mixed-use vitality of the Mission Boulevard commercial district and to emphasize a streetscape and architectural style theme that further distinguishes it as a lively and traditional gateway to Union City.

CD-C.1.11 When adequate funding is available, the City shall provide streetscape improvements along Mission Boulevard with themes that reflect its historic role.

CD-C.1.12 The City shall require renovated buildings and infill development along Mission Boulevard to include residential/commercial mixed-use.

CD-C.1.13 The City shall unify the separate developments that have evolved along Union City Boulevard by stressing new commercial and industrial projects that orient towards the street and contribute to an overall streetscape idea.

CD-C.1.14 The City shall extend Old Alvarado's architectural theme along the retail/commercial sections of Union City Boulevard.

CD-C.1.15 The City shall work collaboratively with the city of Hayward to improve and beautify Mission Boulevard and Whipple Road.

CD-C.1.16 To improve the image of Union City for those arriving/departing on Union City's rail transit system, the City shall plant trees as appropriate along the BART and other railroad rights-of-way in the Decoto area.

CD-C.1.17 The City shall systematically underground overhead utilities. The following street sections shall be considered the highest priority: west side of Mission Boulevard, Decoto Road between the city of Fremont and Alvarado-Niles Road, Whipple Road between I-880 and

Mission Boulevard, sections of Dyer Street, Union City Boulevard, and Smith Street between Dyer Street and Union City Boulevard.

- CD-C.1.18 The City should implement a program to replace wooden residential fences on major arterials with well-designed masonry walls.

Implementation Programs

- CD-C.1 The City shall prepare streetscape master plans for the major arterial corridors that have not yet had plans prepared, such as Mission Boulevard and Whipple Road. Streetscape master plans that have already been prepared shall be updated as appropriate.

Responsibility:

- ☐ City Council
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03, 03-04

- CD-C.2 The City shall create a citywide sign program that places “icon” signs along major corridors to help distinguish Union City from Fremont and Hayward. The sign program shall address all signs in the public right-of-way.

Responsibility:

- ☐ City Council
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03, 03-04

- CD-C.3 The City shall work in concert with BART and the Union Pacific Railroad to implement a comprehensive tree planting program along BART and other railroad rights-of-way in the Decoto area.

Responsibility:

- ☐ City Council
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03

- CD-C.4 The City shall prepare a master plan to identify the replacement of wooden residential fences on major arterials with well-designed masonry walls, and develop a program to identify methods of funding the replacements.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department
- ☐ City Manager's Office

Time Frame:

- ☐ FY 02-03, Ongoing

D. GATEWAYS

Entries into the city limits or "gateways" are important to Union City's image because they provide important "first impressions" for motorists and pedestrians entering the city. These images are important to patrons of Union City's shopping districts, businesses that may wish to locate in the city, and residents. The city has several points of entry, including regional freeway entries and community gateways, that provide access to key residential and commercial neighborhoods. Through such measures as streetscape improvements and signage, the city will help define the gateways.

Goal	To create positive first impressions for motorists/pedestrians entering the city
CD-D.1	through enhancement of the city's gateways.

Policies

- CD-D.1.1 The City shall enhance all city gateways by providing city identification signs, additional lighting, and accent planting.
- CD-D.1.2 The City shall provide attractive landscaping that reduces the visual impact of sound walls near gateways into Union City.
- CD-D.1.3 The City shall consider landscape and sign enhancements along rail corridors to provide attractive city entries for BART and other commuter rail patrons.
- CD-D.1.4 In addition to landscape and signage improvements, the City shall site new development to help define the gateways.



Gateway on Union City Boulevard entering from Hayward

Implementation Programs

- CD-D.1 The City shall develop a gateway streetscaping and sign plan that will outline an improvement program for key entryways into the city.

Responsibility:

- ☐ City Council
- ☐ Public Works Department

Time frame:

- ☐ FY 02-03

E. NATURAL SETTING

Union City's built environment is bounded by natural features. Union City is blessed with beautiful hills, salt marshes, and meandering creeks/streams. Not only do these natural features provide important functional benefits such as providing quiet retreats and recreation opportunities (i.e., trails), but they are key components for maintaining a strong city identity. In order to preserve this identity, the City must ensure that development adjacent to natural features responds to the context of views and natural forms. Therefore, the following policies emphasize providing visual and physical access to Union City's natural features.

Goal	To provide a dramatic backdrop to the city by maintaining views of the hills
CD-E.1	as a distinctive visual and environmental feature.

Policies

- CD-E.1.1 The City shall maintain visual access to hillside views by regulating building orientation, height, and bulk.

- CD-E.1.2 The City shall minimize the viewshed impacts of development at the base of the hillsides.

- CD-E.1.3 The City shall respect the natural setting of the hillside area by encouraging hill-edge development to incorporate natural landscape features.

- CD-E.1.4 To enhance hillside open space views, the City shall orient hill-edge development (i.e., development on flat land at the base of the hillside) towards the hillside.

- CD-E.1.5 The City shall, whenever feasible, require all public facilities and new development (especially in the vicinity of Mission Boulevard and Whipple Road) to use low-energy



View of hillsides near Mission Boulevard

shielded lights so they are directed downward for better efficiency and to minimize nighttime glare that might impair views of the surrounding hillsides and become a nuisance for the Masonic Home.

Goal To provide visual and physical access to the bay marsh edge.
CD-E.2

Policies

CD-E.2.1 The City shall provide access to views of the salt marshes.

CD-E.2.2 The City shall minimize the visual impact of marsh-edge development through the use of buffers such as pedestrian trails, linear parks, and landscaped rights of way.

CD-E.2.3 The City shall ensure that new development respects its natural setting by maintaining visual harmony with the wetlands area.



View from Union City Boulevard of marshland and Coyote Hills beyond

Goal To enhance creeks as visual and trail resources and make connections
CD-E.3 between community parks, schools, residential, and commercial destinations.

Policies

CD-E.3.1 Where feasible, the City should restore the natural edges along the city's creek system by planting natural vegetation.

CD-E.3.2 The City shall work with the Alameda County Flood Control to open up creek edges to pedestrian and bicycle access.

CD-E.3.3 The City shall in collaboration with Alameda County Flood Control prepare a creek system master plan that identifies potential improvements to the creek system.

CD-E.3.4 Wherever practical, the City shall require the frontage of new development to be oriented towards adjacent creeks and provide visual access to creeks.

CD-E.3.5 When possible, the City shall locate open space and parks adjacent to creeks.

CD-E.3.6 The City shall encourage site planning that incorporates the creek edge into the overall development.

Implementation Programs

- CD-E.1 The City shall in coordination with Alameda County Flood Control prepare a creek system master plan that identifies potential improvements to the creek system.

Responsibility:

- ☐ Community Development
 Department

Time Frame:

- ☐ FY 02-03



Creek behind City Hall

TRANSPORTATION ELEMENT

INTRODUCTION

A city is both defined and constrained by the network of highways, roads, railroads, sidewalks, trails, and transit services that move its residents and goods throughout the city. Mobility within Union City is relatively good compared to many surrounding cities. The General Plan provides for the development of new roadway connections and the widening and improvement of existing roadways to serve new development. However, the overall goals of the Transportation Element are to enhance the regional accessibility of Union City through major transit improvements and to provide alternatives to automobile travel with particular emphasis on the reduction of single-occupant auto trips. As Union City looks to the future, one key objective will be to prepare a Transit First policy to respond to the increasing traffic congestion that is inevitable with increased densities and growth.

The Transportation Element establishes the goals, policies and programs for automobile travel (streets and highways), public transit, bicycle and pedestrian travel, parking, and goods movement (truck and rail).

CIRCULATION DIAGRAM AND STREET STANDARDS

This section of the Transportation Element describes the existing street and roadway system and improvements proposed to the system.

EXISTING ROADWAY SYSTEM AND PROPOSED IMPROVEMENTS

The roadway system in Union City can be defined by the functional classification of roadways. The roadway types range from freeways to six-lane arterials to two-lane local streets. The Circulation Diagram for Union City is shown on Figure TR-1.

The only freeway in Union City is Interstate 880, which runs north-south as an eight-lane freeway through the center of the city. The freeway system in Union City is largely built out. There are no new freeways or interchanges planned within the city limits.

The only new highway projects are the State Route (SR) 84 extension proposed to be constructed on the eastern side of the City near the Union City/Fremont city limits as shown in Figure TR-1, and the proposed widening of SR 238 (Mission Boulevard) to six lanes. The SR 84 extension project is a new four- to six-lane parkway that, when completed, will extend from Mission Boulevard to I-880 in Fremont and to the Dumbarton Bridge. Also planned is an extension of 11th Street from Decoto Road to the proposed SR 84. These connections will provide important alternatives for through traffic in the Decoto Road corridor. SR 84 is planned to have a grade separation at the former Southern Pacific Railroad line and BART/Union Pacific Railroad line, and will provide regional access to the BART station area. This roadway will clearly strengthen the development potential of the Station District.

As shown on Figure TR-1, the main arterial streets in Union City are Mission Boulevard (SR 238), Decoto Road, Alvarado-Niles Road, Whipple Road, Union City Boulevard, Dyer Street, Central Avenue, and



Transportation Element
General Plan

City of Union City

Circulation Diagram

Figure TR-1

Abrams Associates

Alvarado Boulevard. All other streets in Union City are classified as collector streets or residential streets as shown on Figure TR-1.

Table TR-1 identifies the major roadways (arterials) in Union City, including for each the existing number of lanes, the existing daily traffic (ADT), and the approximate daily capacity. Vehicle capacity is determined by factors such as the number of lanes, the number and types of intersections, the frequency of driveways and roadway geometric constraints.

The City plans for minor widening and intersection improvements on arterial roads in Union City along with three proposed extensions: 11th Street, Dyer Street, and Lowry Road. Intersection improvements are also planned for Mission Boulevard (SR 238), Decoto Road, Alvarado-Niles Road, Whipple Road, and Union City Boulevard. The City is proposing to improve access in the western part of Union City by constructing the Whipple Road overcrossing. There are also several new traffic signals that are being planned for installation along various roadways in Union City. Intersection improvements should include but not be limited to 1) pedestrian friendly light timing (3 ft. per second), 2) signal preemption for buses, police, fire, ambulance, and 3) sound cues for visually impaired people.

TABLE TR-1

MAJOR ROADWAYS (ARTERIALS)

Roadway	Average Daily* Traffic (ADT)		Number of lanes	Comments on Roadway Capacity
	Location	Vol.		
Alvarado Blvd.	Near Dyer St	27,000	4	Generally has ample capacity.
Alvarado-Niles Rd.	Near Decoto Road	37,000	4	Generally has ample capacity. Intersection capacity problems at several locations.
Central Ave.	Near Whipple Road	9,000	2	Generally has ample capacity
Decoto Rd.	Near Alvarado-Niles	35,000	4	Capacity limitations near Alvarado-Niles Rd. Will be improved once Route 84 is implemented.
Dyer St.	Near Alvarado-Niles	25,000	4	Traffic growth occurring near Union Landing area. Capacity limitations near I-880 interchange.
Mission Blvd. (Route 238)	Near Decoto Road	44,000	4	Generally has ample capacity within Union City. Capacity problems in areas outside City Limits.
Union City Blvd.	Near Hayward City Limit	46,000	4-6	Once planned improvements are in place there will be ample capacity in Union City. Capacity limitations in Hayward on Hesperian Boulevard. (PC-revised-4/5/01)
Whipple Rd.	Near Mission Blvd	15,000	2-4	Generally has ample capacity. Some capacity limitations can be severe during peak hours near the I-880 interchange. (Public comment-revised-4/5/01)

* ADT as of September 2000.

ROADWAY CLASSIFICATION AND STANDARDS

The City's roadway network is designed to support the land use development reasonably anticipated under the Land Use Element of the General Plan and to reserve adequate right-of-way for development beyond 2020. The General Plan seeks to maintain the City's relatively good traffic flow and operating conditions while allowing for future growth in the area. The City's most important policy tool for ensuring that roadways are properly upgraded and maintained is the roadway classification system and its associated standards.

Roadways serve two functions that conflict from a design standpoint: to provide mobility and to provide property access. High and constant speeds are desirable for mobility, while low speeds are more desirable for property access and pedestrian safety, particularly in residential areas. A functional classification system provides for specialization in meeting the access and mobility requirements of the development that would be permitted under the General Plan. Local streets emphasize property access; arterials emphasize high mobility for through traffic; and collectors attempt to achieve a balance between both functions. The hierarchy of the functional classifications in the City consists of freeways, state highways, arterials, primary collectors, industrial roadways, residential collectors, and minor residential streets as described below and illustrated in Figure TR-2.

Freeways

Freeways, such as Interstate 880, are very limited access, high speed travelways that are included in the State and Federal highway systems. Freeway design standards are established by the California Department of Transportation. Freeway access is limited to designated interchanges and no direct access is permitted for any use.

State Highways

State Highways are intended to have limited access and moderate to high travel speeds. In Union City the only State Highways are Mission Boulevard (SR 238) and proposed SR 84. The right-of-way for Mission Boulevard is 120 feet with six-foot sidewalks provided. Limited direct access to industrial, commercial, and high-density residential uses are permitted as approved through a site plan review. Major cross street intersections are signalized with multiple turn lanes. Otherwise, there is right-turn only access restrictions or left-turn staging in the median at occasional collector streets. SR 84 will be a four to six lane divided roadway with separate turn lanes and traffic signals at major intersections. As with Mission Boulevard, SR 84 would have limited access to industrial, commercial, and residential uses.

Arterials

Arterials are moderate-speed through streets which have various configurations. Average daily traffic on an arterial usually ranges over 10,000 vehicles per day. Arterials will usually have four to six travel lanes with separate left-turn lanes. The right of way for these streets should range from 84 to 110 feet. Access to an arterial should be primarily accomplished through primary collector and residential collector streets. Limited direct access to industrial, commercial, and high density residential uses are permitted as approved through a site plan review.

Primary Collectors

Primary collector streets are intended to transfer traffic from collector and minor residential streets to an arterial. Average daily traffic on a primary collector will usually average less than 10,000 vehicles per day. They normally have a two-lane configuration with six-foot sidewalks and a right-of-way of 68 feet. Primary collector streets should provide direct linkages to neighborhood shopping areas. Direct access for low-density residential, commercial, and industrial uses and developments should be permitted consistent with adopted improvement standards.

Industrial Roadways

Industrial roadways are intended to provide access to industrial uses and developments and to transfer traffic from collector streets to arterials. Average daily traffic on industrial roadways will usually average less than 10,000 vehicles per day. They normally have a two-lane configuration with five foot sidewalks and a right-of-way of 64 feet. Direct access should be permitted consistent with adopted improvement standards.

Residential Collectors

Residential collector streets are intended to carry moderate volumes of traffic from local streets to primary collectors and arterials. Average daily traffic on a residential collector normally averages 500 - 4,000 vehicles per day. They normally have a two-lane configuration with five-foot sidewalks and a right-of-way of 60 feet. Direct access should be permitted consistent with adopted improvement standards.

Minor Residential Streets

Minor residential streets are intended to serve as low capacity streets primarily serving low density residential uses. Average daily traffic on a minor residential street averages less than 1,000 vehicles per day, although most local street average less than 500 vehicles per day. Minor residential streets should have a two-lane configuration with a right-of-way of 56 feet, although narrower rights-of-way should be permitted in certain circumstances such as cul-de-sacs or other places where property constraints exist. Direct access should be permitted consistent with adopted improvement standards.

Table TR-2 and Figure TR-2 shows the functional hierarchy of streets and street standards for each functional class in Union City, and Table TR-3 list the roadways falling within each functional class, except for minor residential streets.

Typical City Street Standards

The City uses the Caltrans specifications for all basic street standards. These typical dimensions are as follows:

- Street lane widths - 11-14 feet
- Striped bicycle lane - 5 feet minimum
- On-street parking - 7 feet minimum
- Sidewalks - 5 feet minimum

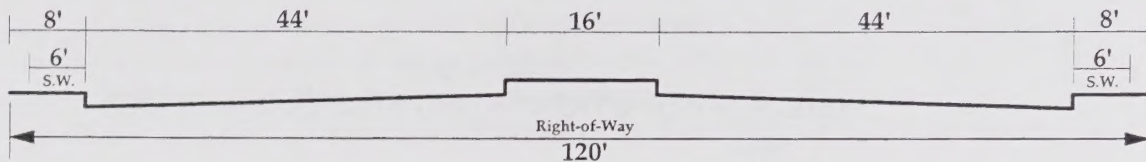
TABLE TR-2

**UNION CITY
HIERARCHY OF STREETS AND STREET STANDARDS**

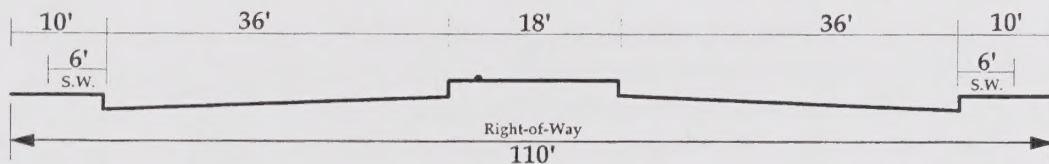
Description	Minor Residential	Industrial	Collectors		Arterial	Freeway
			Resid.	Primary		
<i>Right-of-Way</i>	56 feet	64 feet	60 feet	68 feet	84 to 110 feet	150+ feet
<i>Travel Lanes</i>	2	2	2	2	4+	4+
<i>Left-Turn Lanes</i>	No	No	No	Sometimes	Usually	
<i>Speed Limit</i>	25 mph	25-35 mph	25-30 mph	25-35 mph	40-55 mph	55-65 mph
<i>Level-of-Service Standard</i>	C	C	C	D	D	D
<i>Average Daily Traffic (ADT)</i>	Generally under 500	1,000 – 5,000	500 – 4,000	3,000 - 10,000	10,000 – 35,000	30,000 – 72,000
<i>Access</i>	Individual lot access. Wherever possible they should not link directly with arterials.	Individual lot access.	Individual lot access. Links neighborhoods with schools, parks, shopping centers and arterials.		Limited individual lot access. Encourage joint driveways and access-ways to reduce driveways.	Grade-separated interchanges

Note: Standards for state routes were not included because the standards for such roadways vary extensively. A state route could include a narrow two-lane highway or a major arterial, such as Mission Boulevard.

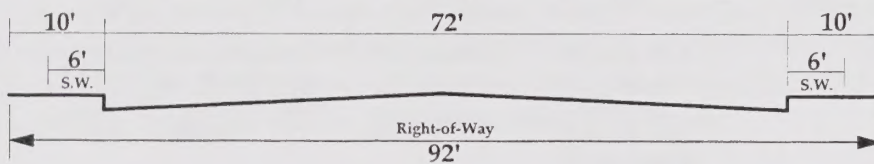
6 Lane Arterial-Divided - (Mission Blvd.)



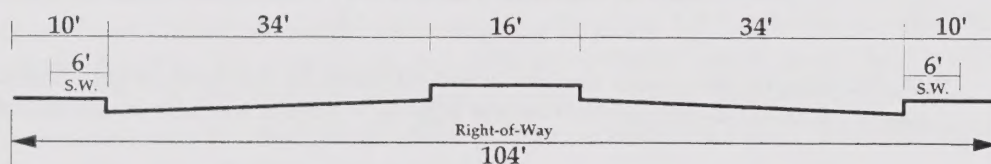
6 Lane Arterial-Divided - Restricted Parking



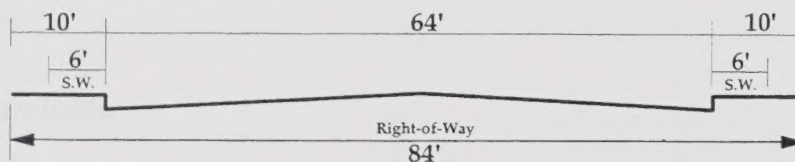
6 Lane Arterial - Restricted Parking



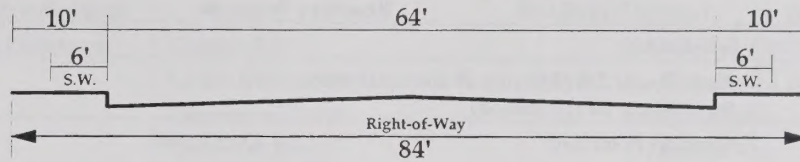
4 Lane Arterial -Divided



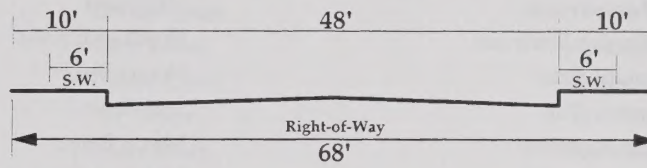
6 Lane Arterial - Restricted Parking



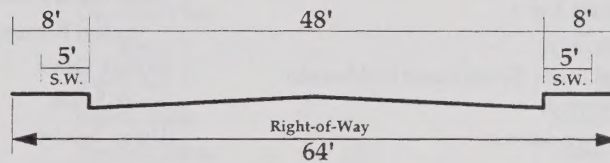
4 Lane Arterial



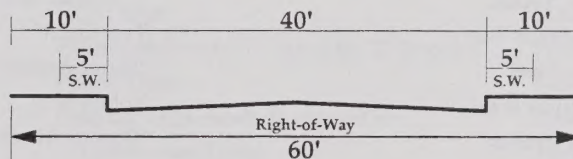
Primary Collector



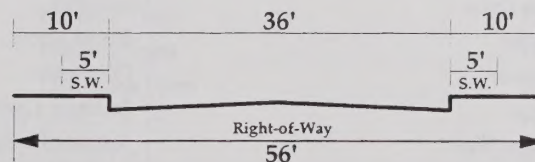
Industrial



Residential Collector



Minor Residential



**TABLE TR-3
UNION CITY PLANNING AREA
ROADWAY CLASSIFICATIONS**

Functional Classification	Roadway Segment	
<i>Freeways</i>	<i>Interstate 880</i>	
<i>State Highways</i>	<i>State Route 238 (Mission Boulevard) and State Route 84 (proposed)</i>	
<i>Arterials</i>	Alvarado Boulevard Alvarado-Niles Road Central Avenue Decoto Road	Dyer Street Smith Street Union City Boulevard Whipple Road
<i>Primary Collectors</i>	Ahern Avenue Almaden Boulevard Amaral Street Appian Way Arizona Street Bettencourt Way Cabello Street Clover Street Deborah Drive Delores Drive Ellen Way Fredri Street (Smith Street to Alvarado Boulevard) Gregory Avenue	"H" Street Hop Ranch Road Horner Street Jean Drive Marcia Drive Medallion Drive (Alvarado Niles Road to Palm Drive) Regents Boulevard Royal Anne Drive Santa Maria Drive (Alvarado-Niles Rd to San Ramon Court) Skylark Drive Smith Street Union Square Veasy Street
<i>Industrial</i>	Atlantic Street Bradford Street Daggett Avenue Dowe Avenue Eigenbrodt Way Faber Street Kohoutek Way Lewis Avenue Lewis Street	Liston Way Pacific Street Seventh Street (Decoto Road from Appian Way) Tara Court Transit Avenue Volpey Way Western Avenue
<i>Residential Collectors</i>	"A" Street Alice Way Amaral Court Andover Drive Ascot Way Astor Street "B" Street Bainbridge Way Balmoral Street Begonia Street Brenda Way Brier Street Brooklyn Street Bulmer Street "C" Street Canary Court	Huntwood Avenue "I" Street Imperial Place Iris Way Ithaca Street "J" Street Jacklynn Drive Jennifer Drive Joyce Way Kimberly Street Laura Way Lily Street Lisa Drive Lois Way Loretta Way Louise Lane

**TABLE TR-3
UNION CITY PLANNING AREA
ROADWAY CLASSIFICATIONS**

Functional Classification	Roadway Segment	
<i>Residential Collectors</i>	Carmen Way Cherry Blossom Way Cherrywood Drive Claremont Street Colgate Drive Condor Court Condor Drive Coronation Drive Corum Court Crest Court Crown Court "D" Street Daisy Street Dalton Way Darlene Way Devonshire Street Douglas Street Downing Place "E" Street Edith Way Eighth Street Eleventh Street Elizabeth Way "F" Street Farrol Court Fifteenth Street Fifth Street Fourteenth Street ("I" Street to "I" Street) Fourth Street Fredi Street (Alvarado Boulevard to Queen Anne Drive) "G" Street Galaxy Drive Gina Way Glenbrook Street Hartford Drive Hartnell Street Hollyhock Street	Medallion Drive (Whipple Road to Sheffield Lane) Meteor Drive Michelle Way Monarch Place Muir Wood Drive Ninth Street Partridge Way Pelican Drive Remington Drive Rochelle Drive Rose Way Ruth Way San Andreas Drive Sandra Court Santa Maria Drive (San Ramon Ct to San Andreas Dr.) Second Street Seventh Street ("A" Street to Decoto Road) Sheila Court Sheila Way Sherman Drive Sixth Street Skylark Court Smith Street Springwood Drive Starling Drive Swan Court Syracuse Avenue Tamarack Drive Tenth Street Third Street Thirteenth Street ("F" Street to "J" Street) Trefry Court Twelfth Street Valiant Way Vallejo Street Watkins Street

TRANSPORTATION POLICIES

Throughout this section, the terms *circulation* and *transportation* refer to the movement of people by all modes of travel.

A. STREET AND HIGHWAY SYSTEM

The existing street system provides the primary means of movement and transportation in and through Union City. The existing roadway system in Union City ranges from freeways to six-lane arterials to two-lane local streets. The roadway system is intended to provide safe, efficient accessibility for residents and businesses while maintaining traffic safety and keeping through traffic from using smaller local streets in residential areas.

This section includes goals, policies, and programs that are intended to improve and maintain the citywide network of arterial and collector streets.

Goal	To establish a safe, convenient, and efficient roadway system that minimizes
TR-A.1	peak hour traffic congestion.

Policies

- TR-A.1.1 The City shall prepare and adopt a Transit First policy to encourage and promote the use of public transit and provide alternatives to single-occupancy vehicles.
- TR-A.1.2 The City shall monitor traffic flow problems and shall, to the extent feasible, improve capacity through improvements such as traffic signals, intersection widening, lane configurations, and basic traffic controls.
- TR-A.1.3 The City shall continue to implement its policy that traffic Levels of Service (LOS) will not exceed mid-range LOS D at all signalized intersections on arterial and collector streets, with the exception of intersections on major regional routes, including I-880, Mission Boulevard (SR 238) and the Route 84/Decoto Road corridor. Levels of Service are described in Table TR-4.
- TR-A.1.4 The City shall periodically review the need for rail-street grade crossings, and shall construct grade separated crossings, such as on Whipple Road, Dyer Street, Decoto Road and Alvarado Boulevard as deemed necessary and financially feasible.



Union City bus at the BART station

- TR-A.1.5 The City shall continue its Pavement Management Program to maintain the integrity of the road system.
- TR-A.1.6 The City shall establish truck routes that will minimize noise impacts and safety hazards on the community. The City shall require all new projects in the Central Technology Center to use Whipple Road as a truck route. The City shall discourage the use of Alvarado-Niles Road as a truck route (see Figure TR-3).
- TR-A.1.7 The City shall identify preferred routes for truck service to businesses that are convenient and in conformance with A.1.6 above.
- TR-A.1.8 The City shall annually review emergency vehicle access on “designated” private property (areas required to provide fire and emergency vehicle access) and ensure property management maintains these access routes.

SEE TABLE TR-4 ON NEXT PAGE

TABLE TR-4

LEVEL OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

The **CRITICAL MOVEMENT ANALYSIS METHODOLOGY**¹, which is described in Transportation Research Board's Circular 212, defines Level of Service (LOS) for signalized intersections in terms of the ratio of critical movement traffic volumes to an estimate of the maximum capacity for critical volume at an intersection. For the Critical Movement Methodology the LOS for intersections is determined by the ratio of critical movement volume to critical movement capacity (volume-to-capacity ratio = V/C) for the entire intersection. The **1997 HIGHWAY CAPACITY MANUAL**² methodology for analyzing signalized intersections measures the performance by the control delay per vehicle in seconds. Six categories of LOS are defined, ranging from LOS "A" with minor delay to LOS "F" with delays averaging more than 80 seconds during the peak hour.

<i>Level of Service</i>			<i>Description</i>
LOS "A"	V/C Range	0.00 - 0.60	Free flow (relatively). If signalized, conditions are such that no vehicle phase is fully utilized by traffic and no vehicle waits through for more than one red. Very slight or no delay.
	Average Stop Delay (seconds)	0.0 - 10.0	
LOS "B"	V/C Range	0.61 - 0.70	Stable flow. If signalized, an occasional approach phase is fully utilized; vehicle platoons are formed. Slight delay.
	Average Stop Delay (seconds)	10.1 - 20.0	
LOS "C"	V/C Range	0.71 - 0.80	Stable flow or operation. If signalized, drivers occasionally may have to wait through more than one red indication. Acceptable delay.
	Average Stop Delay (seconds)	20.1 - 35.0	
LOS "D"	V/C Range	0.81 - 0.90	Approaching unstable flow or operation; queues develop but quickly clear. Tolerable delay.
	Average Stop Delay (seconds)	35.1 - 55.0	
LOS "E"	V/C Range	0.91 - 1.00	Unstable flow or operation; the intersection has reached capacity. Congestion and intolerable delay.
	Average Stop Delay (seconds)	55.1 - 80.0	
LOS "F"	V/C Range ³		Forced flow or operation. Intersection operates below capacity. Jammed.
	- Measured	1.00 or less	
	- Forecast	1.01 or more	
	Average Stop Delay (seconds)	> 80	

¹Source: Transportation Research Board, "Planning Level Methodology - Signalized Intersections", Circular 212, Washington D.C., January, 1980

²Source: Transportation Research Board, "Highway Capacity Manual, Special Report 209, Third Edition", Washington D.C., December 1997.

³While forecast demands can exceed maximum capacity, actual measured volumes theoretically cannot. Since traffic inefficiencies arise at capacity demand conditions, the calculated V/C ratios for LOS "F" conditions can be substantially below a V/C of 1.00.

Legend:

- Major Arterials
- Railroads
- B.A.R.T.
- Interstates
- City Limits
- Truck Routes
- Potential Future Truck Route



Transportation Element
General Plan

City of Union City

Figure TR-3

Truck Routes in Union City

Abrams Associates

- TR-A.1.9 The City shall support the timely construction of the Route 84 extension as a partially depressed and at-grade parkway through the Station District to Mission Boulevard in order to resolve current circulation deficiencies, improve the area's regional access and visibility, and stimulate the market for region-serving retail, light industrial/service commercial, and office uses.
- TR-A.1.10 The City shall ensure that the design of Route 84, 7th Street, and 11th Street is completed in such a manner that the industrial uses in the Station District can gain direct access to the facility with minimum disturbance to other uses in the area.
- TR-A.1.11 The City shall develop contingency plans for early development of an east-west link through the Station District should the Route 84 construction be delayed.
- TR-A.1.12 The City shall petition railroad operators to consolidate all rail traffic within one right-of-way and abandon the eastern (former Southern Pacific) line to remove barriers that limit circulation and flexibility in the Station District and Decoto.
- TR-A.1.13 The City shall control the number of direct access points to Route 84, Mission Boulevard, Decoto Road, Union City Boulevard, Alvarado Boulevard, Dyer Street, Whipple Road and Alvarado-Niles Road to maintain traffic flow and minimize potential for accidents.
- TR-A.1.14 The City shall allow for gaps in the medians to provide safe street crossings to access transit stops when determined safe by the City Engineer.
- TR-A.1.15 All new traffic signals should be equipped with audible signal devices, traffic signal timing and coordination, and signal emergency vehicle preemption. The City shall investigate new technologies which will improve movement of pedestrians, bicyclists, public transit and emergency vehicles.
- TR-A.1.16 The City shall work collaboratively with the city of Hayward to improve, beautify and widen Whipple Road to enhance its capacity to serve as the major east-west truck route.

Goal	To keep the transportation system in balance with the land uses in Union
TR-A.2	City (New)

Policies

- TR-A.2.1 The City shall work with the City of Fremont, Caltrans, and the Alameda County Transportation Agency (ACTA) to complete the Route 84 extension between I-880 and Mission Boulevard.
- TR-A.2.2 The City shall work with ACTA, Caltrans, and the Cities of Fremont and Hayward on future planning and funding for Mission Boulevard (State Route 238) and the potential for six travel lanes, emphasizing the need for traffic signal system improvements.

- TR-A.2.3 The City shall work with the Redevelopment Agency to plan for the extension of Dyer Street as shown on Figure TR-1.
- TR-A.2.4 The City shall endeavor to improve Union Landing circulation for pedestrians, autos and public transit.
- TR-A.2.5 The City shall identify and implement improvements to provide efficient traffic circulation and access in the vicinity of the International Marketplace.
- TR-A.2.6 The City shall prepare a circulation plan for the Station District to promote pedestrian travel and facilitate movement through the area.
- TR-A.2.7 The City shall work with businesses in Union City to implement demand reduction strategies.
- TR-A.2.8 The City shall establish a transportation impact fee for all new and redevelopment projects to ensure fair share contributions to transportation improvements and continue to explore other funding sources to assist large-scale capital projects
- TR-A.2.9 The City shall develop a transportation demand management (TDM) program for the Station District to discourage the use of single-occupancy vehicles and encourage the use of transit.

Goal To protect neighborhood integrity and livability and improve safety by
TR-A.3 minimizing through traffic in residential neighborhoods.

Policies

- TR-A.3.1 The City shall perform neighborhood traffic studies where needed to identify traffic calming measures for potential implementation to improve pedestrian and traffic circulation as needed.
- TR-A.3.2 The City shall prepare a strategy with the NHUSD that involves engineering, education and enforcement to improve pedestrian and traffic safety.

Implementation Programs

- TR-A.1 The City shall prepare a circulation plan for the Station District to promote pedestrian travel and facilitate traffic access to the area. The circulation plan shall include a traffic study to review the circulation and parking needs of the overall area and specifically focus on Decoto Road, Alvarado-Niles Road and Union Square. The study shall incorporate bus circulation, pedestrian circulation and bicycle circulation to determine the best method to accommodate these modes of transit and minimize conflicts among autos, buses, bicyclists and pedestrians.

Responsibility

- ☐ Public Works Department
- ☐ Community Development Department
- ☐ City Council

Time Frame

- ☐ FY 02-03

- TR-A.2 The City shall develop a transportation demand management (TDM) program for the Station District to discourage the use of single-occupancy vehicles over time and encourage the use of transit. The TDM program should include such elements as parking pricing, rideshare programs, parking cash-out programs, transit incentives, share-over-time parking, car/vanpool preferential parking, spillover parking management strategies, and on-site employee services such as dry cleaning, banking, etc.

Responsibility

- ☐ Community Development Department
- ☐ City Council

Time Frame

- ☐ FY 02-03, 03-04

- TR-A.3 The City shall conduct an AB1600 nexus study to establish a transportation impact fee to ensure fair share contributions to transportation improvements that may include, but are not limited to streets, public transit, bicycles and pedestrian improvements.

Responsibility:

- ☐ City Council
- ☐ Public Works Department
- ☐ Union City Transit

Time Frame:

- ☐ FY 02-03, 03-04

- TR-A.4 The City shall undertake individual neighborhood transportation studies to identify the need for bicycle, pedestrian, safety and traffic calming improvements.

Responsibility:

- ☐ City Council
- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ As needed

TR-A.5 The City shall prepare and adopt a Transit First policy to encourage and promote the use of public transit and provide alternatives to single-occupancy vehicles. Various methods to consider as part of the policy statement to expedite transit service on designated streets and encourage greater transit use include but are not limited to the following:

- Creation of exclusive bus lanes;
- Restriction of automobile turning movements that conflict with transit vehicles;
- Synchronization of traffic signals to the speed of transit vehicles rather than automobiles;
- Use of signal preemption devices for transit vehicles;
- Bus stop improvements such as benches and shelters; and
- Optimization of bus stop locations and design, considering factors such as bus operations and passenger safety.

Responsibility:

- ☐ City Council
- ☐ Union City Transit
- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03, 03-04

TR-A.6 The City shall prepare a strategy in cooperation with the NHUSD that involves engineering, education and enforcement to improve pedestrian and traffic safety.

Responsibility:

- ☐ City Manger's Office
- ☐ Public Works Department
- ☐ Union City Police Department

Time Frame:

- ☐ FY 02-03, 03-04

B. PUBLIC TRANSIT AND RAIL SYSTEM

Union City is served by three bus transit systems, Union City Transit (UC Transit), AC Transit, and the Dumbarton Express. UC Transit, as well as the other bus services in the area, are closely tied to the Union City BART station. All UC Transit routes, except Route 5, begin and end at the BART station. Over a third of UC Transit's system wide boardings occur at that location.

Three rail lines run through Union City (the Mulford line west of I-880 and the Union Pacific and former Southern Pacific line east of I-880) and provide service to industrial customers. The Capitol Corridor passenger rail travels through Union City on the former Southern Pacific line but does not stop.

The transit system should provide convenient transfers between UC Transit and other modes of travel. Several improvements are planned for UC Transit, including a proposed transit center at Union Landing to replace the current transfer point at Alvarado Boulevard and Dyer Street. This transit center will provide service for UC Transit, AC Transit and paratransit.



Elevated BART tracks on Decoto Road

There are several planned transit improvements for both rail and bus services in the Station District. The bus transfer facility is proposed to be expanded to 19 bus bays for use by AC Transit, UC Transit and other bus service providers. Facilities will also be provided for paratransit, shuttles, taxis, and autodropoff and pickup.

The Capitol Corridor passenger rail service (Amtrak) is proposed to have a station adjacent to BART on either the former Southern Pacific line or the Union Pacific line. This would be a significant asset to the City, and one of very few BART/Amtrak connections in the Bay Area. Dumbarton Rail, the Altamont Commuter Express (ACE), and the Silicon Valley Rapid Transit Commuter Rail could also make rail connections at BART. Lastly, the California High-Speed Rail Authority has begun its environmental review process to identify appropriate routes for a bullet-type train between the Bay Area and the Los Angeles area. Two of the possible alignments run through the Station District near the intermodal facility area.

Given Union City's geographic location between the East Bay and Silicon Valley and the cluster of existing and proposed transit providers, the City has a unique opportunity to become an important regional transit hub. Building an intermodal facility will assist in making this idea a reality. The construction of SR 84 as a four to six-lane parkway through eastern Union City will provide strong regional access to the Station District and future transit improvements around BART.

This section includes goals and policies intended to improve and increase the number of existing transit routes, the frequency of service, and the overall level-of-service. The future transit services and facilities in Union City are shown on Figure TR-4.

Goal	To provide an efficient, convenient public transportation system for residents and workers in Union City.
TR-B.1	

Policies

- TR-B.1.1 The City shall implement administrative changes, route revisions, operational changes and other recommendations presented in the bi-annual UC Transit Short-Range Transit Plan, and

other transit issues as conditions change. Union City Transit has improvements planned for the fixed-route bus fleet, bus stops, and the City's Corporation Yard.

TR-B.1.2 The City shall continue to participate in the provision of paratransit service which offers service to elderly and disabled residents of Union City in compliance with the Americans with Disabilities Act (ADA).

TR-B.1.3 The City shall construct and maintain a transit center at Union Landing.

TR-B.1.4 Where feasible, the City shall expand and/or modify transit service hours, routes, schedules, and headway to meet demand.

TR-B.1.5 The City shall facilitate the transfer of passengers between buses, BART and rail modes.

TR-B.1.6 The City shall ensure that there are strong transit connections (bus and rail) based on demand to the five primary planning districts (i.e., Station District, Union Landing, International Market Place, Central and Alvarado Technology Centers) to enhance economic development.

TR-B.1.7 The City shall participate with Metropolitan Transportation Commission (MTC), Alameda County Transportation Authority, (ACTA), the County Congestion Management Agency (CMA), and other regional transportation agencies to develop and coordinate regional transportation.

TR-B.1.8 The City shall work with local transit providers to increase access to transit for youth, seniors and the disabled, employees, Kaiser patients, and the economically disadvantaged.

TR-B.1.9 The City shall work with UC Transit to ensure that information on bus routes/schedules is easily accessible to all residents, businesses, visitors and employees.

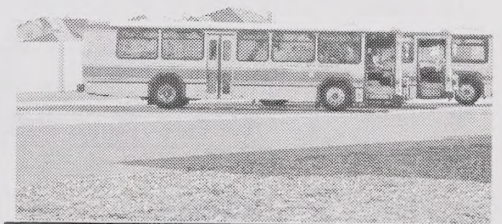
TR-B.1.10 The City shall require new development to consider transit access in the design of the overall project.

TR-B.1.11 Fare increases for disabled people and seniors shall be evaluated relative to the total cost of living increases for disabled people and seniors.

TR-B.1.12 The City shall improve UC Transit links with regional transportation systems.

TR-B.1.13 The City shall work with New Haven Unified School District to ensure the location of future schools are located along primary transit corridors.

TR-B.1.14 The City shall explore the feasibility of establishing a business improvement district in Union Landing with business owners to fund a shuttle service within Union Landing.



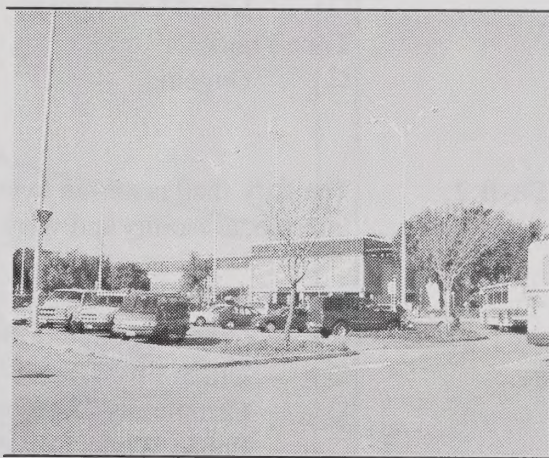
Union City Transit buses

- TR-B.1.15 The City shall work with the city of Newark and San Mateo County Transportation Authority to support the Dumbarton Commuter Rail.
- TR-B.1.16 The City shall implement transit improvements recommended in the Union City Short Range Transit Plan to reduce congestion on arterial roadways.

Goal	To promote Union City as a major transit hub through development of a regional intermodal facility.
TR-B.2	

Policies

- TR-B.2.1 The City shall take the lead in facilitating development of a regional intermodal facility centered on the existing BART station. The intermodal facility should be a vibrant center of activity with a regional presence that encourages increased transit ridership.
- TR-B.2.2 The intermodal facility should be an architectural landmark for the City of Union City and transit providers. It should heighten and improve the experience of using public transit for patrons.
- TR-B.2.3 The intermodal facility should be operationally functional, safe, and accessible for all transit providers and transit patrons.
- TR-B.2.4 The intermodal facility, including the BART station, should be developed as a double-sided facility that provides clear, convenient, and improved access between the City, the surrounding district, and all transit modes.
- TR-B.2.5 The design of the intermodal facility and the Station District should provide sufficient space for all transit modes and transit functions and meet all applicable transit design standards. Opportunities for shared uses and efficiencies should also be explored.
- TR-B.2.6 The design of the intermodal facility should include passenger and transit operator amenities, and incorporate opportunities for joint development or community services where appropriate.
- TR-B.2.7 The design of the intermodal facility should anticipate the future expansion of transit services.
- TR-B.2.8 The design of the intermodal facility should allow for flexible responses to evolving transit operations.
- TR-B.2.9 The intermodal facility should include convenient access to shared parking that has minimal impact on the quality of the pedestrian environment.



Union City BART station

- TR-B.2.10 The intermodal facility should provide pedestrians and cyclists with safe and direct connections to surrounding districts in order to minimize conflicts with automobiles and buses.
- TR-B.2.11 The Station District should be easily accessible to other neighborhoods in Union City, especially for pedestrians and bicycles.
- TR-B.2.12 The Station District should be designed to allow for improved access to the intermodal facility for transit providers and patrons.
- TR-B.2.13 The City shall ensure that the design of 11th Street and the proposed SR 84 extension support the land uses in the Station District.
- TR-B.2.14 The City should separate bus traffic, auto traffic and pedestrian traffic to the extent feasible at the intermodal facility to ensure safety and on-time performance.

Implementation Programs

- TR-B.1 The City shall implement the biannual Union City Transit Short-Range Transit Plan, including route revisions, administrative and operational changes, maintenance and other recommendations presented in the Plan.

Responsibility:

- ☐ City Council
- ☐ Union City Transit

Time Frame:

- ☐ Ongoing

- TR-B.2 The City shall continue to coordinate the development of the public infrastructure at the intermodal facility and work with all appropriate agencies.

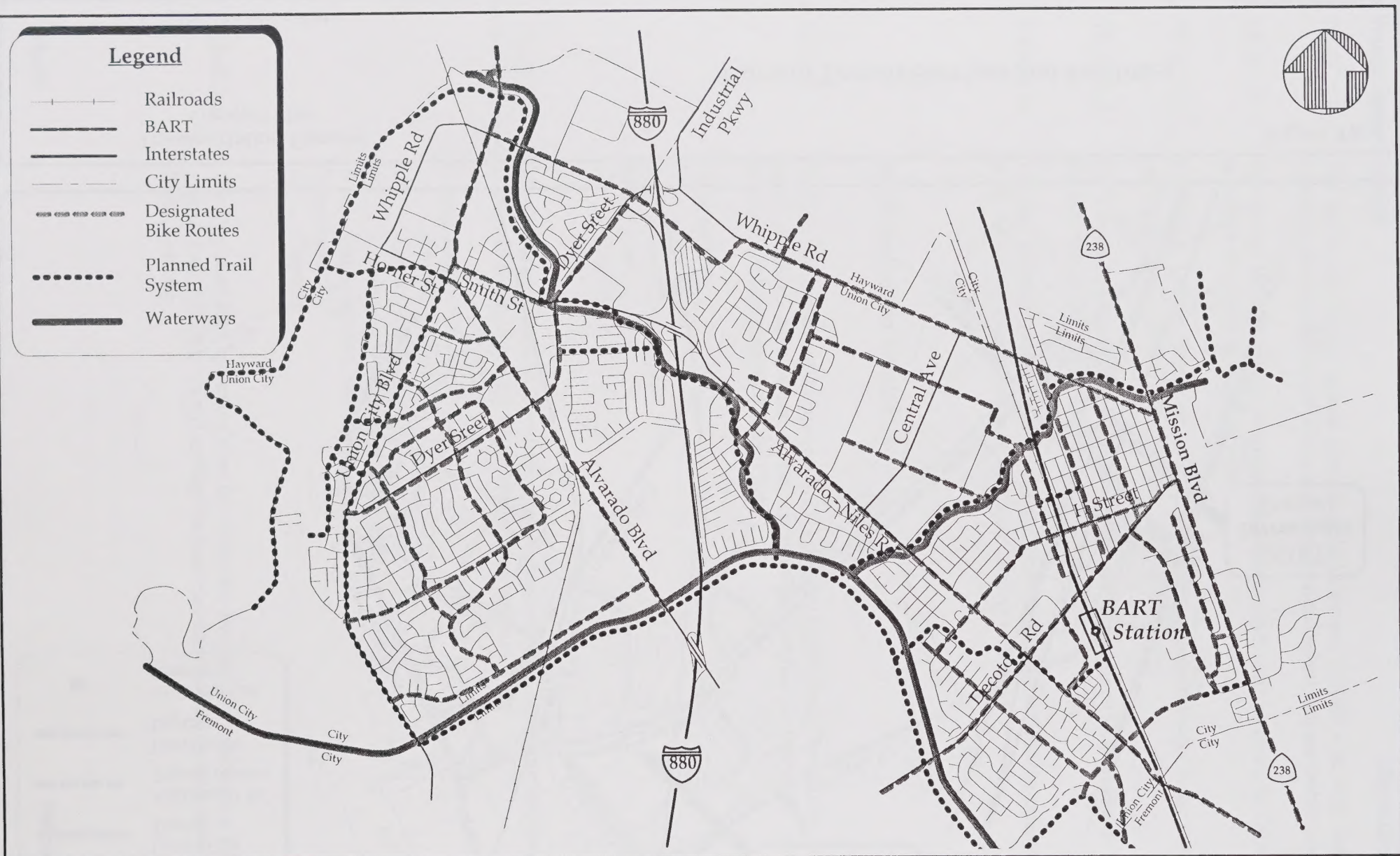
Responsibility

- ☐ City Council
- ☐ Union City Transit
- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ Ongoing

- TR-B.3 The City shall form an action team to explore the feasibility of establishing a business improvement district in Union Landing with business owners to fund a shuttle service within Union Landing.



Transportation Element
General Plan

City of Union City

Current and Planned Bicycle
and Pedestrian Facilities

Figure TR-5

Abrams Associates

Responsibility:

- ☐ City Manager's Office
- ☐ Public Works Department
- ☐ Community Development Department
- ☐ Police Department
- ☐ Union City Transit

Time Frame:

- ☐ FY 02-03

C. PEDESTRIAN, BICYCLES, AND TRAILS

Union City has an extensive network of bike and pedestrian routes, which is an important component of the transportation system. New routes will provide better connection with Hayward and Fremont. Improvement will close the gaps in the trail system, and link the various types of routes including hiking trails, equestrian trails, park trails, creek trails, and on-street bikeways to create an interconnected system. This section includes goals and policies intended to enhance pedestrian and bicycle usage.

Bicycles represent a useful alternative to the automobile for shorter trips by people who are physically able to use them. The City is currently working with Alameda County on a Countywide Bicycle Plan. Bicycle and pedestrian facilities in the City of Union City are shown on Figure TR-5.



Dry Creek bicycle and pedestrian path entrance on Arizona Street

Goal	To provide trails to meet the needs of residents for recreation and alternate transportation routes and to connect to regional trails systems.
TR-C.1	

Policies

- TR-C.1.1 The City shall continue to work to improve its internal trail system.
- TR-C.1.2 The City shall actively support regional efforts to create the Bay Trail and Bay Area Ridge Trail.
- TR-C.1.3 The City shall identify opportunities to design and dedicate connectors between regional trails (including county trails) and local trails.
- TR-C.1.4 The City shall plan for trail connections to regional transportation systems, including the Hayward and Fremont systems, to support intermodal transportation opportunities.
- TR-C.1.5 The City shall connect all trails to transit routes, work centers, and schools wherever possible.

- TR-C.1.6 The City shall ensure safe pedestrian access and safe routes to all local schools in Union City.
- TR-C.1.7 The City shall implement planned trail improvements to provide continuous, interconnected pedestrian and bicycle routes. The City shall develop guidelines and modify trails accordingly to allow simultaneous use by pedestrians and bicyclists. The City shall implement planned trail improvements to close the gap in the trail system and link the various types of routes, including hiking trails, park trails, creek trails, and on-street bikeways to create an interconnected system.
- TR-C.1.8 To the extent possible, the City should use the flood control levees and the utility line rights-of-way as part of the bicycle and pedestrian system.
- TR-C.1.9 The City shall link the local bicycle and pedestrian circulation system with the citywide and regional trail systems, and provide for connections to the future hillside trails system.
- TR-C.1.10 The City shall link individual neighborhoods with open space corridors and bicycle and pedestrian paths.
- TR-C.1.11 The City shall pursue the possibility of acquiring abandoned railroad spur and main line rights-of-way to add to the City's trail system.
- TR-C.1.12 The City shall encourage the development of easily accessible and safe bike paths along the State Route 84 extension.
- TR-C.1.13 The City shall consider bike routes and the impact on bike lanes on all road widening projects.
- TR-C.1.14 The City shall condition all new industrial, R&D, and office developments to provide secure and weather protected bike storage.
- TR-C.1.15 The City shall identify Railroad Avenue as a bicycle corridor to connect Whipple Road to State Route 84.
- TR-C.1.16 The City shall construct sidewalks that are separated from vehicle travel lanes on sections of Whipple Road and on Union City Boulevard, Alvarado-Niles Road, and Dyer Street, as financially feasible.
- TR-C.1.17 The City shall encourage the construction of a bike path along the west border of the 511 area.



Trail entry

Implementation Programs

- TR-C.1 The City shall construct appropriate traffic stops and/or traffic control devices to allow bicycle corridors to cross busy streets, specifically at Railroad Avenue and Decoto Road.

Responsibility:

- ☐ City Council
- ☐ Leisure Services Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-05,

- TR-C.2 The City shall improve pedestrian crossings at signalized intersection by providing pedestrian friendly timing allowing three feet per second and audible signals for the visually impaired.

Responsibility:

- ☐ City Council
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-05

- TR-C.3 The City shall study the pedestrian and bicycle trails and routes and identify methods to complete the connections, including improvements to signalized intersections and possible mid-block pedestrian and bicycle crossings with appropriate signage, pavement markings and lighting. Prior to the implementation and construction of a mid-block crossing, a traffic and pedestrian study shall be performed to determine the safety and appropriateness of the proposed location, and design improvements that may be needed to ensure a safe crossing.

Responsibility:

- ☐ City Council
- ☐ Leisure Services Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-05

D. PARKING

Parking is a necessary adjunct of development and a major consumer of land. This section includes goals, policies, and programs intended to encourage the provision of adequate parking, while encouraging shared parking and acknowledging the goals for increased use of alternative transportation modes. These goals and policies are also intended to protect neighborhoods from parking intrusion that may be caused by adjacent land uses.

Goal	To provide convenient, aesthetically designed off-street parking areas and sufficient loading areas in commercial and industrial areas.
TR-D.1	

Policies

- TR-D.1.1 The City shall work with private developers to provide multiple-level structured parking wherever feasible. The City shall encourage joint use development in conjunction with parking structures.
- TR-D.1.2 The City shall plan for the expansion of the parking facilities at the BART station and intermodal facility to accommodate reasonable future demand. The City shall plan for implementation of shared parking with other land uses in the Station District.
- TR-D.1.3 The City shall promote shared parking arrangements and facilitate development of common parking facilities and structures through a parking district or similar provision in the Central Technology Center, the Alvarado Technology Center, Union Landing, the Station District, and whenever parking expansion is considered in impacted areas.
- TR-D.1.4 The City shall minimize the visual impact of parking and improve the pedestrian experience at the street edge by locating parking areas behind buildings, using appropriate plant materials and using landscape mounds to screen parking lots and facilities.
- TR-D.1.5 The City shall ensure that there is adequate off-street parking in local neighborhoods as they develop to avoid an overflow of parking on the street.
- TR-D.1.6 The City shall develop a parking/pedestrian improvement plan for the International Market Place District that will identify solutions to circulation/parking problems and reduce visual impacts through landscaping and change in building orientation.
- TR-D.1.7 The City shall review bus routes, stops, and level of service whenever a lack of parking is causing a problem.
- TR-D.1.8 The City shall establish motorcycle parking standards for large commercial developments.

Implementation Programs

- TR-D.1 The City shall implement additional parking in the vicinity of the intermodal facility to reasonably accommodate transit riders.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ As needed

TR-D.2 The City shall develop a parking improvement plan for the International Market Place District.

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03, 03-04

TR-D.3 The City shall develop a parking improvement plan that may include convenient transit stops and shared parking arrangements. The City shall facilitate the development of common parking facilities and structures through a parking district or similar provision in the Central Technology Center, the Alvarado Technology Center, Union Landing, the Station District, and whenever parking expansion is considered in impacted areas.

Responsibility:

- ☐ Community Development Department

Time Frame:

- ☐ As needed

E. LAND USE, TRANSPORTATION, AND DEMAND REDUCTION

Land use changes that emphasize mixed use development, pedestrian-friendly environments, and higher density around the major transportation facilities will provide a long-term benefit to the overall transportation environment. This section includes goals, policies, and implementation programs intended to emphasize the links between transportation and land use, housing, and economic development.

Goal	To coordinate transportation goals with those of the Land Use Element, the Housing Element, and the Economic Development Element.
TR-E.1	

Policies

TR-E.1.1 The City shall consider transportation impacts, transportation mitigation measures and developer transportation fees when reviewing all proposed land use projects.

TR-E.1.2 The City shall support mixed-use development, pedestrian-friendly environments, and higher density around the major transportation nodes.

TR-E.1.3 To improve its locational advantages as a business site, the City shall ensure that the Intermodal facility has strong transportation linkages to the Central Technology Center and Alvarado Technology Center. The City shall consider a wide range of linkage options such as bus, pedestrian trails, bicycle trails and shuttles that provide the most convenient and efficient way to reach the Central Technology Center and Alvarado Technology Center.

TR-E.1.4 The Station District land uses and design should minimize automobile dependence and maximize transit usage.

- TR-E.1.5 The City shall support the maintenance of rail service to the Central Technology Center and the Alvarado Technology Center and encourage the railroads to repair and maintain the road beds at the crossings.

Goal	To provide transit alternatives and incentives for employment areas to
TR-E.2	reduce dependence on single occupancy vehicles for peak hour travel.

Policies

- TR-E.2.1 The City shall work with landowners and employers in existing and emerging employment centers to implement transportation demand reduction programs that may include, but are not limited to:

- Parking management districts/shared parking;
- Van and car pool programs;
- Transit vouchers;
- Shuttles to BART;
- Bike lockers and showers;
- Convenient and weather protected transit stops and shelters; and
- Flexible work hours that start and end outside of the traditional work schedule.



Bus stop on Alvarado-Niles Road

- TR-E.2.2 Union City Transit shall review the need for route modifications, based on demand, to connect employment centers with the intermodal facility at the BART station.

- TR-E.2.3 The City shall provide development incentives to encourage transit-oriented development and demand reduction programs for emerging employment centers.

Implementation Programs

- TR-E.1 The City shall develop comprehensive transportation demand reduction programs for each emerging and existing employment center, including but not limited to those measures listed in TR-E.2.1. These programs may be sponsored by the City, required as conditions of approval on projects, or be implemented through an AB1600 nexus study.

Responsibility:

- ☐ City Manager's Office
- ☐ Community Development Department
- ☐ Public Works Department
- ☐ Union City Transit

Time Frame

- ☐ FY 03-04, Ongoing

TR-E.2 Union City Transit shall review the need for route modifications, based on demand, to connect employment centers with the intermodal facility at the BART station.

Responsibility:

☐ Union City Transit

Time Frame:

☐ As needed

TR-E.3 The City shall prepare a Transit Vision, a long range plan encompassing all transportation needs. The transportation vision shall be coordinated with the land use and economic development elements.

Responsibility

☐ City Council

☐ Leisure Services and Union City Transit Department

☐ Economic Development Department

☐ Community Development Department

☐ Public Works Department

Time Frame:

☐ FY 03-04, 04-05, update every five years thereafter

TR-E.4 The City shall continue to prepare a Short-Range Transit Plan to plan ahead for expansion of transit system and routes, capital transportation improvements and equipment (i.e., buses) in order to provide better and more efficient transit service.

Responsibility

☐ City Council

☐ Union City Transit

Time Frame:

☐ FY 02-03, update every two years thereafter

HEALTH AND SAFETY ELEMENT

INTRODUCTION

To maintain a high quality of life for Union City residents, the City must minimize natural hazard risks (e.g., earthquakes, wildfire, flooding) as well as manmade hazards and nuisances (e.g., noise, poor air quality, hazardous materials). Union City has several health and safety threats that may affect the quality of life its residents including: three major fault zones; roadway and air traffic noise; significant levels of CO, ozone, and PM10; and dam inundation threats during a major seismic event.

The purpose of this Element is to protect the public health, safety, and welfare of the community from any “unreasonable risks” while minimizing damage to structures, property, and infrastructure resulting from natural and man-made hazards. In consideration of the current energy crisis, the City should also focus attention on reducing energy consumption while identifying safe electrical generators for residential and/or business use to meet energy shortfalls.

Background information on terminology used in environmental acoustics and a detailed discussion of Federal and State guidelines for evaluating noise are provided in the General Plan Background Report.

A. GENERAL

Goal	To protect the public health and safety and minimize the damage to
HS-A.1	structures, property, and infrastructure as a result of natural and manmade hazards.

Policies

- | | |
|----------|--|
| HS-A.1.1 | The City shall evaluate proposed projects and land use policy decisions based on the environmental hazards identified in this element, its hazard maps and reports, FEMA Flood Insurance Rate Maps, and hazard maps prepared by the California Division of Mines & Geology and the Association of Bay Area Governments. |
| HS-A.1.2 | The City shall continue to work with local, regional, State, and Federal agencies to maintain current natural hazards information or sources of information. |
| HS-A.1.3 | The City shall maintain information on soil and geologic hazards in the Planning Area, including maps that identify the locations of known hazard zones, as reported to the City or available from information published by State and Federal agencies. This information shall be used by the City to inform and guide review of proposed development. |
| HS-A.1.4 | The City shall encourage school districts and agencies that work with the aged and/or handicapped to develop and carry out education programs on individual disaster preparedness. |

- HS-A.1.5 The City shall work with community groups who provide emergency planning services to the aged and disabled community.

- HS-A.1.6 The City shall compile and keep up-to-date an inventory of public and private sources of heavy equipment such as earth movers and cranes that may be needed for search and rescue operations after a disaster.

- HS-A.1.7 To the extent practicable, the City shall discourage the location of “critical facilities or uses” in areas subject to natural hazards.

- HS-A.1.8 The City shall not permit new construction in areas where emergency access cannot be adequately ensured.

- HS-A.1.9 Following a State- or Federally-declared emergency or disaster, the City shall review the General Plan, any specific plans and plans for redevelopment pertaining to damaged areas to determine the relevance of the plans as a guide to rebuilding. The plans will be amended as necessary to reflect new information or changed circumstances. Building permits will be issued only for rebuilding and repair which are consistent with the City plans. This policy does not apply to emergency repairs necessary to protect public health, safety, and welfare.

- HS-A.1.10 The City shall maintain an up-to-date Emergency Plan which is consistent with the State and Federal disaster preparedness requirements, participate in disaster response exercises, provide for the training of personnel and elected officials after every election in emergency response.

- HS-A.1.11 The City shall include as part of the Emergency Plan, multiple disasters response, civilian community emergency response teams, and identification that the “terms of succession” shall follow Standard Emergency Management System as mandated by the State.

- HS-A.1.12 The City shall consider the needs of seniors and disabled when establishing emergency shelters and providing emergency food and water. Such considerations may include, but are not limited to, site accessibility, allowances for service animals, the ability for seniors and disabled to carry and transport emergency rations of food and water.

- HS-A.1.13 The City shall include as part of the Emergency Plan an emergency evacuation plan.

- HS-A.1.14 The City shall develop a program to inform and educate citizens about emergency preparedness.

- HS-A.1.15 The City shall conduct training programs for citizens in disaster preparedness.

- HS-A.1.16 The City shall work with health providers to provide emergency medical treatment during public disasters.

- HS-A.1.17 The City shall complete the upgrades to the Senior Center to allow its use as an Emergency Operations Center.

Implementation Programs

- HS-A.1 The City shall work with the Alameda County Office of Emergency Services to regularly review and update the Emergency Operations Plan.

Responsibility:

- ☐ Police Department
- ☐ Fire Department

Time Frame:

- ☐ FY 02-03; every two years thereafter.

- HS-A.2 The City shall develop and implement a program for training citizens in disaster preparedness and response.

Responsibility:

- ☐ Police Department
- ☐ Fire Department

Time Frame:

- ☐ FY 02-03

- HS-A.3 The City shall develop long-term and short-term goals and budget to support and supply the operation of essential City services for a period of up to 72 hours after a disaster. The City shall conduct education and training programs for residents and businesses about the need to establish adequate food and water supplies for the first 72 hour of a disaster.

Responsibility:

- ☐ Police Department
- ☐ Fire Department

Time Frame:

- ☐ FY 03-04

B. GEOLOGY AND SOILS

The City's Planning Area encompasses two distinctly different geologic and geomorphic regions that are separated by the northwest trending Hayward fault zone, located just east of Mission Boulevard. The western, urbanized half of the planning area is characterized by the low-lying, gently sloping and nearly level alluvial and estuarine landforms that surround the San Francisco Bay. The less developed (open space and agricultural uses) portions of the Planning Area lie east of the Hayward fault zone and are characterized by the strongly sloping and steep upland landforms of the northwest-trending East Bay Hills, which separate San Francisco Bay from the Livermore Valley to the northeast.

The primary limitations of these upland soils to urban development stem from the steep slopes on which they occur, which make them highly susceptible to water erosion and landsliding. Soils with high shrink-swell potential, which can also impose limitations on certain types of urban development, exist in some of the eastern, upland portions of the Planning Area as well.

Soils on the nearly level floodplains and tidal flats that occupy the westernmost portions of the Planning Area consist of very deep, poorly-drained clays and silty clays formed from fine-grained alluvium. These soils have slow permeability, no hazard of erosion unless distributed, and are often moderately alkaline. The primary limitations of the alluvial soils west of the Hayward fault zone to urban development stem from their physical attributes, which make them susceptible to various types of ground-failures including settlement and differential settlement, subsidence, and earthquake-induced liquefaction. Soils with high shrink-swell potential are thicker and more extensive on the alluvial landforms west of the Hayward fault zone than in the uplands east of the fault zone, and therefore may impose greater limitations on urban development than in the upland areas.



Hillsides seen from Dry Creek, east of Mission Boulevard

Segments of three major, northwest-trending fault zones fall within the boundaries of the Planning Area: the Hayward fault zone, the Mission fault zone, and the Silver Creek fault zone. However, of these three fault zones, only the Hayward fault zone contains fault traces that exhibit physical evidence of displacement during historic times. Although the likelihood is greatest that the next major San Francisco Bay Area earthquake will occur on the Hayward fault, major earthquake events on other active Bay Area faults, such as the San Andreas and the Calaveras faults, would also likely affect Union City. The relative intensity of ground shaking expected to occur in the Planning Area as a result of characteristic earthquake events on some nearby active faults are listed in Table HS-1.

The most extreme groundshaking is expected to occur as a result of earthquakes on the Hayward fault. Groundshaking intensity is expected to be greatest on the alluvial landforms that lie west of the Hayward fault zone due to their fine textured sediments and soils. These conditions tend to amplify seismic waves to a greater extent than the hard bedrock that underlies the upland landforms east of the Hayward fault zone.

TABLE HS-1

GROUNDSHAKING INTENSITY FROM NEARBY ACTIVE FAULTS

Fault Name (Segment)	Characteristic Earthquake Magnitude (Richter scale)	Estimated Relative Shaking Intensity
North segment of Hayward	6.6	Moderate to very strong
South segment of Hayward	6.9	Strong to very violent
Entire Hayward Fault	7.1	Strong to very violent
Central segment of Calaveras	6.6	Light to very strong
Entire San Andreas Fault	7.9	Moderate to violent

Source: Association of Bay Area Governments 1999.

Liquefaction is a process by which water-saturated soils and sediments lose strength and fail during strong seismic groundshaking. Liquefaction hazards are most commonly associated with water saturated, noncohesive silty soils and sediments located within 50 feet of the ground surface. Liquefaction hazard maps (Association of Bay Area Governments (ABAG), 1983) indicate that the relative hazard or "susceptibility" of soils and sediments in the City's Planning Area to liquefaction is considered low in the steep uplands east of the Hayward fault zone and high to very high on the gently sloping and nearly level alluvial landforms west of the Hayward Fault zone.

Goal	To minimize the risks associated with geologic and soils hazards in order to
HS-B.1	protect public health, safety, and property.

Policies

- HS-B.1.1 The City shall require investigations by both registered soils engineers and engineering geologists prior to issuing building permits or discretionary approvals (i.e., general plan amendment, rezoning, conditional use permit, tentative subdivision map, etc.) for any new construction unless waived due to current existing information and location. Soils engineering reports shall specifically address secondary seismic hazards, especially potential for soil liquefaction, ground shaking, lateral spreading, local subsidence and lurch cracking. All such reports shall be independently evaluated, on behalf of the City, for completeness and accuracy.
- a. All development proposals for lands west of Union City Boulevard shall coordinate with Alameda County Flood Control and Water Conservation District to evaluate the stability of all levees in order to identify potential hazards and necessary mitigation measures. Such evaluation will be the responsibility of the applicant(s) to prepare.
 - b. Soils and geologic engineering reports shall be required for sites within the "Special Seismic Studies Zone" and lands east of Mission Boulevard to deal specifically with

risks related to primary effects of ground rupture along fault traces and secondary seismic effects of slope instability and erosion control.

- c. For buildings larger than single-family residences, there shall be a soils report and an engineer-of-record. Contract services for structural review of plans, when necessary, should be done at the applicant's expenses. Soils engineer reports shall address secondary seismic hazards, especially potential for soil liquefaction, lateral spreading and lurch cracking.

HS-B.1.2 The City shall file and maintain geologic and soils reports and information by parcel number or street address.

HS-B.1.3 The City shall review and regularly update its geologic hazard mapping based on new information, including soils and geologic reports for specific sites and updated maps from the State Geologist.

HS-B.1.4 The City shall continue to implement updated editions of the Uniform Building Code published by the International Conference of Building Officials.

HS-B.1.5 All environmental analyses submitted to the City under the California Environmental Quality Act in support of development proposals shall include sections evaluating seismic and geologic hazards.

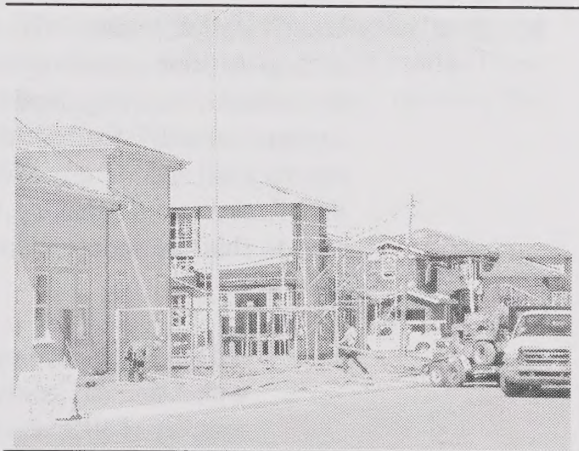
HS-B.1.6 After approval of a specific plan in response to proposed development in the hillsides, the City shall review and amend the Hillside Combining District zoning ordinance to incorporate and reflect appropriate changes.

HS-B.1.7 The City shall not develop any lands which are found to contain potential geologic or seismic hazards defined as an "unacceptable risk." An unacceptable risk is a level of risk above which specific action by government is deemed to be necessary to protect life and property.

HS-B.1.8 The City shall not extend utility service lines and streets across known or suspected active fault traces or active or historic slide planes. The City may permit exceptions when special engineering practices or techniques are employed that ensure that the extension can remain operational after a disaster.

HS-B.1.9 The City shall require all structures designed for human occupancy in high risk areas and all critical structures throughout the city to meet local and State-applied code regulations.

HS-B.1.10 When feasible, the City shall require the upgrading of the structural integrity of older, unreinforced, residential and commercial buildings. The City shall not permit major alterations



New residential construction

of unreinforced masonry structures, other than single-family houses, without evaluation by a registered structural engineer of the adequacy of seismic resistance of the building in relation to the proposed use.

HS-B.1.11 In the City's Emergency Plan, the City shall plan for emergency evacuation of those areas that could flood as a result of levee failure, and shall include plans of evacuation of affected areas.

HS-B.1.12 The City shall formally request State and local water agencies to conduct periodic seismic evaluations of all dams, reservoirs, aqueducts (Hetch Hetchy) and water tanks which are located within Union City or could affect the City's post-seismic emergency operations. Such evaluation should encompass specific potential hazards of fault rupture, dam failure, inundation and interruption of water service.

Implementation Programs

HS-B.1 The City shall update the Zoning Ordinance to incorporate the location of the "Earthquake Fault Zone" as defined by the Alquist-Priolo Act and illustrated by the California Division of Mines and Geology (State Geologist). Specific reference to data required by the State, scope of study and procedural requirements will be included.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 01-02

HS-B.2 The City will establish and implement a program to inspect facilities critical for response to an earthquake, such as fire stations and communication centers, and, where needed, to make structural changes so that the facility will remain functional after a damaging earthquake.

Responsibility:

- ☐ Public Works Department
- ☐ Building Department
- ☐ Fire Department

Time Frame:

- ☐ FY 02-03

HS-B.3 The City will adopt guidelines and procedures for evaluating and mitigating geologic hazards (e.g., surface faulting, liquefaction, landslides, and groundshaking) in the review and approval of both public and private projects.

Responsibility:

- ☐ City Council
- ☐ Building Department

Time Frame:

- ☐ FY 03-04

HS-B.4 The City shall disseminate through City offices information for homeowners and business owners regarding seismic retrofitting of residential and commercial structures.

Responsibility:

- ☐ Building Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 03-04

C. NOISE

Sound is mechanical energy transmitted by pressure waves in a compressible medium such as air. Noise can be defined as unwanted sound. Sound is characterized by various parameters that include the rate of oscillation of sound waves (frequency), the speed of propagation, and the pressure level or energy content (amplitude). The sound pressure level has become the most common descriptor used to characterize the loudness of an ambient sound level. The decibel (dB) scale is used to quantify sound intensity. Because sound pressure can vary by over one trillion times within the range of human hearing, a logarithmic loudness scale (i.e., dB scale) is used to keep sound intensity numbers at a convenient and manageable level.

Since the human ear is not equally sensitive to all frequencies within the entire spectrum, noise measurements are weighted more heavily within those frequencies of maximum human sensitivity in a process called "A-weighting" written as dBA.

Various noise descriptors have been developed to describe time-varying noise levels. The following noise descriptor is used by the city.

- *Community Noise Equivalent Level (CNEL)* - CNEL is the energy average of the A-weighted sound levels occurring during a 24-hour period with 10 dB added to the A-weighted sound levels occurring between 10 p.m. and 7 a.m. and 5 dB added to the A-weighted sound levels occurring between 7 p.m. and 10 p.m.

Noise sources within the city can be grouped into two categories: stationary (uses in a fixed location, such as those from industrial land uses) and mobile sources. Like most East Bay communities, Union City's primary source of noise is roadway noise. Secondly, air traffic noise from Bay Area airports is becoming a local concern. Other noise sources include rail use (including Bay Area Rapid Transit) and primary stationary sources such as industrial operations.

High noise levels can interfere with a broad range of human activities including conversation, listening to television and radio, concentration during mental and physical activities, relaxation, and sleep. High levels of noise can also result in hearing loss, either total or partial, and either permanent or temporary.

Goal HS-C.1	To protect public health and welfare by minimizing excessive noise.
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Policies

- HS-C.1.1 The City shall consider the following land uses to be "noise sensitive":
- single and multi-family residential;
 - group homes;
 - hospitals and extended medical facilities;
 - schools and other learning institutions;
 - libraries; and
 - similar uses as may be determined by the City.
- HS-C.1.2 The City shall use the standards in Table HS-2 as the acceptable limits of noise for various land uses throughout the community. These standards specify the maximum exterior noise levels allowable for developments. For noise sensitive land uses, mitigation shall be included in structural design to reduce interior noise levels to a maximum of 45 dBA CNEL.
- HS-C.1.3 For proposed development of new noise sensitive land uses as identified in HS-C.1.1, the City shall require a detailed noise impact analysis in areas where current or future exterior noise levels from transportation sources (i.e., roadway, highway/freeway, rail uses, and aircraft noise), or stationary sources exceed the noise standards contained in Table HS-2. This study shall be prepared by a qualified acoustical engineer (i.e., a Registered Professional Engineer in the State of California with a minimum of three years experience in acoustics). The study shall include recommendations and evidence to establish mitigation that will reduce noise exposure to an acceptable level.

Table HS-2 on next page

Table HS-2

Maximum Allowable Noise Exposure by Land Use

	Noise Level (CNEL)						
	0-55	56-60	61-65	66-70	71-75	75-80	>81
Residential - Low Density Single Family, Duplex, Mobile							
Residential - Multiple Family, Group Homes							
Motels/Hotels							
Schools, Libraries, Churches, Hospitals, Extended Care							
Auditoriums, Concert Halls, Amphitheaters							
Sports Arenas, Outdoor Spectator Sports							
Playgrounds, Neighborhood Parks							
Golf Courses, Riding Stables, Water Recreation, Cemeteries							
Office Buildings, Business Commercial and Professional							
Industrial, Manufacturing, Utilities, Agriculture							

	Normally Acceptable. Specified land use is satisfactory, based on the assumption that any buildings involved are of normal, conventional construction, without any special noise insulation
	Conditionally Acceptable. New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed insulation features
	Normally Unacceptable. New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction
	Unacceptable. New construction or development should not be undertaken.

HS-C.1.4

The City shall require a noise impact evaluation by a qualified acoustical engineer for all new non-residential land uses that have the potential to exceed the City's noise standards for noise sensitive land uses measured at the property line of the noise sensitive use or district. Noise from an intervening transportation source shall be considered as part of the noise evaluation.

- HS-C.1.5 The City shall minimize potential transportation noise through the proper design of street circulation, coordination of routing, and other traffic control measures.
- HS-C.1.6 To minimize the impacts of transportation-related noise, the City shall:
- Require for new development projects that are impacted by noise or cannot meet the standards specified in Table HS-2, the construction of barriers to mitigate sound emissions where necessary or where feasible.
 - Require, where necessary and feasible, the inclusion of noise mitigation measures in the design of new roadway projects in Union City. The City shall request from Caltrans a noise study for any portions of State roadways Caltrans proposes to modify, (e.g. widen to 4 lanes). Appropriate mitigation measures should be included in any final project plans.
 - Ensure the effective enforcement of City, State and Federal noise levels by all appropriate city departments.
- HS-C.1.7 To minimize the impacts of stationary noise, the City shall limit construction activities between the hours of eight a.m. and eight p.m. on Monday through Friday, nine a.m. and eight p.m. on Saturdays, and Sundays and holidays, between ten a.m. and six p.m.
- HS-C.1.8 The City shall encourage the use of berms and increased building setbacks, or both, in the design of residential or other noise sensitive land uses that are adjacent to major roads, commercial, or industrial areas.
- HS-C.1.9 The City shall provide for continued evaluation of truck movements and routes within the city to provide effective separation from residential or other noise sensitive land uses.
- HS-C.1.10 The City shall develop a Construction Abatement/Mitigation Plan to reduce adverse noise effects from construction activity.

Implementation Programs

- HS-C.1 The City shall amend the Noise Ordinance to ensure consistency with the noise policies of this Element.

Responsibility:

☐ Community Development Department

Time Frame:

☐ FY 02-03

- HS-C.2 The City shall monitor air traffic noise levels and seek local, regional, and State assistance to mitigate noise impacts.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

- HS-C.3 The City shall develop a Construction Abatement/Mitigation Plan to reduce adverse noise effects from construction activity. Key elements of the plan shall include but not be limited to the following:

- Construction contractors shall comply with all relevant provisions of applicable local noise policies and ordinances.
- All construction equipment shall have sound-control devices no less effective than those provided on the original equipment. No equipment shall have un-muffled exhaust.
- As directed by the City, the contractor shall implement appropriate additional noise mitigation measures including, but not limited to changing the location of stationary construction equipment, shutting off idling equipment, rescheduling construction activity, notifying adjacent residents in advance of construction work, re-routing heavy truck traffic, or installing acoustic barriers around stationary construction noise sources or construction sites.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

D. AIR QUALITY

Air quality in a given location is described as the concentration of various pollutants in the atmosphere, generally expressed in units of parts per million (ppm) or in micrograms per cubic meter (ug/m3). Air quality is determined by the type and amount of regulated air pollutants emitted into the atmosphere, existing (ambient) air quality conditions, the size and topography of the regional air basin, and the prevailing meteorological conditions.

Comparing it to Federal and State ambient air quality standards defines the significance of a given pollutant's concentration. Both the State of California and the Federal Government have established ambient air quality standards for several different pollutants. These standards represent the maximum allowable atmospheric concentrations of each pollutant that may occur and still protect public health and welfare. For some pollutants, separate standards have been set for different periods. Most standards have been set to protect public health, but a few pollutants have standards based on additional values such as protection of agricultural products, protection of materials, or avoidance of nuisance conditions.

Union City falls within the San Francisco Bay Area Air Basin (SFBAAB). Within the basin the Bay Area Air Quality Management District (BAAQMD) is responsible for developing air quality plans, monitoring air quality, and reporting air quality data for both the city of Union City and the surrounding area. Several pollutants are regulated by the BAAQMD; however, carbon monoxide, ozone, and particulate matter (e.g., PM10 and PM2.5) are of greatest concern due to the SFBAAB's nonattainment status for ozone and PM10.

Goal	To prevent the deterioration of and to improve air quality within the Union
HS-D.1	City Planning Area.

Policies

- | | |
|----------|---|
| HS-D.1.1 | The City shall cooperate with the Bay Area Air Quality Management District to implement the Air Quality Plan. |
| HS-D.1.2 | The City shall implement measures to protect air quality that may be required to mitigate the effects of population growth in the Planning Area. |
| HS-D.1.3 | The City shall encourage development designs for city circulation systems that conserve air quality and minimize direct and indirect emissions of air pollutants. |
| HS-D.1.4 | The City shall encourage a reduction in vehicle-trips through Transportation Systems Management (TSM), Bay Area Air Quality Management district (BAAQMD) Transportation Congestion Management (TCM) and the use of non-polluting forms of transportation, including electric hybrid buses, vans, city vehicles, bicycles and walking. |
| HS-D.1.5 | The City shall encourage developers of large projects to install fueling stations for alternative energy vehicles. |
| HS-D.1.6 | The City shall require all businesses, in particularly fast food and manufacturing, to minimize odors generated by the business so that the odors are not detectable off-site. |

Implementation Programs

- | | |
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| HS-D.1 | The City shall prepare a Transportation Systems Management Plan and seek grant money to assist in implementation. |
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Responsibility:

- ☐ Community Development Department
- ☐ Union City Transit

Time Frame:

- ☐ FY 02-04

E. URBAN AND WILDLAND FIRES

Fire hazards in the Planning Area include both grass or brush fires and structural fires. The potential for wildland fires is greater in the more open hillside areas in the eastern part of the Planning Area.

The Union City Fire Department provides fire protection services to the City's Planning Area, has signed the California Master Mutual Aid Agreement, and participates in mutual aid operations as requested. Levels of fire protection services provided by the Department in the Planning Area are discussed in the Public Facilities and Services Element.

Goal	To provide increased fire safety through the provision of adequate fire protection infrastructure, public education, and outreach programs.
HS-E.1	

Policies

- HS-E.1.1 The City shall time all future development within the city to coincide with the establishment of adequate fire control facilities and equipment.
- HS-E.1.2 The City shall require sprinkler systems and/or smoke detectors according to Uniform Fire Code standards.
- HS-E.1.3 The City will endeavor to reduce the risk of loss from brushfires in the undeveloped hillside areas of the city through such measures as landscaping with fire resistant plants between residential and open space areas, weed control, controlled burns, and placement of trails and roads to serve as firebreaks. New development within the hillside area will only be permitted where studies in support of the specific plan for that area demonstrate that fire safety can be assured. The City Fire Department will continue to work with land owners to ensure adequate land management practices are employed to minimize wildland fire hazard.
- HS-E.1.4 The City shall require weed abatement, brush clearance and vegetative management for all existing properties.
- HS-E.1.5 The City shall require new development in the urban/wildland interface to prepare a brush clearance and vegetative management program.
- HS-E.1.6 The City shall maintain fire roads and keep them passable at all times.



Residential development in the hills

- HS-E.1.7 The City shall monitor water fire-flow capability throughout the city and improve water availability if any locations have flows considered inadequate for fire protection.
- HS-E.1.8 The City shall require subdivision and zoning regulations to include street widths and clearance areas sufficient to accommodate fire protection equipment and emergency vehicles.
- HS-E.1.9 The Fire Department shall continue to expand public education, outreach, and inspection programs.
- HS-E.1.10 The City shall encourage the County to maintain roads for emergency vehicle access.

Implementation Programs

- HS-E.1 The City shall periodically conduct a capital equipment evaluation to determine equipment acquisition and replacement priorities.

Responsibility:

☐ Fire Department

Time Frame:

☐ Ongoing

F. FLOODING

The Federal Emergency Management Agency (FEMA) has prepared flood zone maps for the City's Planning Area. FEMA-defined 100-year flood hazard areas include: Dry Creek, the M Line Channel and along the western Baylands areas of the Planning Area.

The City's flooding concerns are associated with potential failures of the Calaveras, Del Valle, and Ward Creek dams. Dam failures can result from a number of natural or manmade causes such as earthquakes, erosion of the dam face or foundation, landsliding, rapidly rising floodwaters, and structural/design flaws. All three dams are located east of the Planning Area. Calaveras Dam is owned by the City and County of San Francisco, and the Del Valle Dam is owned by the Alameda County Flood Control and Water Conservation District. Failure of the Calaveras and Del Valle dams pose the greatest threats; the threat from failure of Ward Creek Dam is substantially less.

Goal	To provide flood protection which minimizes potential damage, while creating or enhancing existing recreational opportunities, wildlife habitats, and water quality.
HS-F.1	

Policies

- HS-F.1.1 The City shall continue to participate in the Federal Flood Insurance Program and comply with requirements to gain acceptance into the regular phase of the program. New development is prohibited within the channel of Dry Creek and the M Line Channel. New development within Special Flood Hazard Areas outside of the channels will be prohibited

unless mitigation measures are taken to locate improvements above flood elevations as required under the Flood Insurance Program.

HS-F.1.2 The City should continue to work with the Alameda County Flood Control District to minimize flood hazards in the community.

HS-F.1.3 The City shall encourage Alameda County Flood Control District to periodically clean and dredge the creeks and actively encourage East Bay Regional Parks to manage and maintain the creeks to avoid the residue of brush from clogging the creek beds.

HS-F.1.4 The City should strive to work with the owners of the Calaveras, Del Valle, and Ward Creek Dams to clearly define the risk of potential failures and reasonable actions to minimize risk to people and property in the Planning Area.

Implementation Programs

HS-F.1 The City shall continue to provide information to the public regarding flood zone locations

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ On-going

HS-F.2 The City shall work with the Alameda County Flood Control District to implement measures for the abatement of flooding hazards, as appropriate. The measures may include, but are not limited to, the following: (1) removal or relocation of development from flood hazard areas; (2) construction of impoundments or channel diversions provided that adequate mitigation of any environmental impacts can be demonstrated; and (3) debris and silt removal programs conducted in a manner so as not to disrupt existing sensitive habitat communities.



Trail along Alameda Creek flood control channel

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ Ongoing

F. HAZARDOUS MATERIALS

The release of hazardous materials within the City's Planning Area can result from several different types of occurrences including pesticide or herbicide applications; illegal disposal of hazardous waste into sewer/drainage systems, at landfill sites, directly into creeks or streams, and dumping along roadways, and as a result of on-site or transportation-related accidents. While hazardous materials releases can happen almost anywhere, parts of the Planning Area near roadways or industrial land uses have a higher potential for the risk of exposure.

Goal	To protect the public health and safety by reducing the use, storage, and disposal of toxic and hazardous substances.
HS-G.1	

Policies

- HS-G.1.1 The City shall strictly control the use, storage and transport of toxic, explosive or other hazardous materials and wastes at facilities within Union City.
- HS-G.1.2 The City shall limit locations of hazardous materials storage and use to those areas where potential accidents will not cause undue risk to people and property, and where effective emergency response can be provided. Actions, as found appropriate, shall include the prohibition of certain hazardous materials, combinations of materials or quantities of materials in particular land use areas and/or facilities. This shall be accomplished during the facility review, permitting and site development review processes.
- HS-G.1.3 Where potential for contamination exists or for critical facilities and/or uses, the City shall require an applicant for new development to prepare a Phase I and II Environmental Site Assessment. The property owner shall:
- Provide appropriate notification to the City, and any additional responsible agencies concerning the source(s) of any contaminate(s) found and their extent.
 - Remediate all environmental hazards and contamination to the most stringent requirements of Federal, State and local law, code or practice.
- HS-G.1.4 The City shall monitor the transportation of hazardous materials within the city limits.
- HS-G.1.5 The City shall encourage the appropriate county and state agencies to monitor and respond promptly to questions and/or complaints regarding possible public health threats related to environmental hazards.

Implementation Programs

- HS-G.1 The City shall review the following for compliance with Federal, State and local laws, regulations and ordinances:
- Hazardous Materials Release Response Plans and Inventories,

- b. Underground Storage Tanks,
- c. Above Ground Storage Tanks,
- d. Hazardous Waste Generators and Onsite Treatment,
- e. Risk Management and Prevention Program,
- f. Uniform Fire Code Hazardous Materials Requirements, and
- g. Storm Water Conveyance Systems and Runoff.

High hazard facility inspections shall be conducted annually (at a minimum). All others shall be inspected within a two or three year cycle.

Responsibility:

- ☐ Environmental Programs Division, Public Works Department

Time Frame:

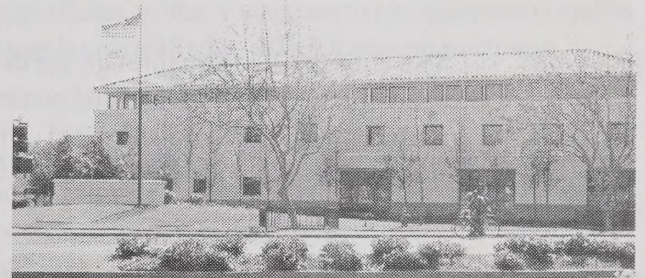
- ☐ On-going

PUBLIC FACILITIES AND SERVICES ELEMENT

INTRODUCTION

Union City's development and quality of life is dependent on a network of public facilities and services. Each type of service has a unique set of constraints and must adapt to growth and change differently. Generally, Union City's public facilities and services will be adequate to handle future growth under the General Plan. However, there are several facilities/services that may require expansion including: (1) wastewater treatment capacity, which is not expected to meet future growth over the lifetime of the General Plan; (2) solid waste disposal facility, since the current landfill is nearing capacity; (3) law enforcement, which will require an additional staff and facilities; (4) schools, which will likely need expansion to meet projected future growth and mandated class size reductions; (5) library facilities, which may need expansion to keep pace with population growth; (6) fire stations, which will require additional staff, equipment and facilities as the community continues to develop; and (7) City Hall expansion, as the need for administering City services grows with the population.

This element contains goals, policies, and implementation programs that establish the framework for the provision of public facilities and services to meet the demand created by existing and future development in Union City. Transportation facilities and services are addressed in the Transportation Element and recreation facilities are addressed in the Natural and Cultural Resources Element.



Ruggieri Senior Center

A. GENERAL

Goal	To ensure the timely development of public facilities and the maintenance of adequate service levels for these facilities to meet the needs of existing and future city residents.
PF-A.1	

Policies

- PF-A.1.1 The City shall ensure through the development review process that adequate public facilities and services are available to serve new development when required. The City shall not approve new development where existing facilities are inadequate to support the project unless the applicant can demonstrate that all necessary public facilities (including water service, sewer service, storm drainage, transportation, police and fire protection services)

will be installed or adequately financed and maintained (through fees, special taxes, assessments, or other mean).

- PF-A.1.2 The City shall require all new development and major modifications to existing development to construct necessary on-site infrastructure to serve the project in accordance with City standards.
- PF-A.1.3 When reviewing applications for land use designation changes (i.e., zone change, General Plan Amendment, specific plan amendment), the City shall analyze the impacts of the proposed land use designation changes on all aspects of the infrastructure system within the city and require mitigation as legally appropriate. This shall include consultation with other service providers, such as the Alameda County Water District (ACWD) and the Union Sanitary District (USD), who have infrastructure within the city.
- PF-A.1.4 The City shall ensure that the provision of streets, sewer, water, drainage and other needed infrastructure is coordinated in a logical manner between adjacent developments so as to reduce design, construction and maintenance costs.
- PF-A.1.5 The City shall ensure through the development review process that public facilities and infrastructure are designed and constructed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for costly retrofitting. This does not apply to any infrastructure requirements of the ACWD and the USD.
- PF-A.1.6 The City shall consider applying Federal Community Development Block Grant (CDBG) funds for child care facility construction.

Implementation Programs

- PF- A.1 The City shall continue to update its Capital Improvement Program to address the city's existing and projected public facility needs.

Responsibility:

- ☐ Public Works Department
- ☐ various Public Facility providers
- ☐ Planning Commission

Time Frame:

- ☐ On-going

B. INFRASTRUCTURE FUNDING

Goal PF-B.1	To ensure that adequate facility and service standards are achieved and maintained through the use of equitable funding methods.
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Policies

- PF-B.1.1 The City shall review its Capital Facilities Fee (Residential Impact Fee) annually and adjust the fee as allowed by the Zoning Ordinance to provide adequate public facilities and services.
- PF-B.1.2 The City will identify and pursue alternative funding sources, including grant funding, that can be used for capital improvement project construction, staffing, and ongoing maintenance of public improvements.
- PF-B.1.3 The City shall require, to the extent legally possible, that new development pays the cost of providing new public facilities and services and/or the cost for upgrading all existing facilities that are used. Exceptions may be made when new development generates significant public benefits (e.g., low-income housing, significant primary wage earner employment) and/or when alternative sources of funding can be identified to offset foregone revenues.
- PF-B.1.4 Where some services are provided by other public entities, such as the Alameda County Water District (ACWD) and the Union Sanitary District (USD), the City shall coordinate construction efforts with these agencies to provide appropriate levels of service and minimize redundant construction costs.
- PF-B.1.5 The City shall require all new development or major modifications to existing development, to construct or provide a fair share contribution toward the construction of any off-site improvements necessary to off-set project impacts and/or support the project.
- PF-B.1.6 The City shall plan and design for the expansion of City Hall to accommodate the continued expansion of City services.
- PF-B.1.7 The City shall acquire 3-D computer modeling capabilities.
- PF-B.1.8 The City shall continue to assess all development fees as adopted by the City Council for the DIPSA Specific Area Plan area.
- PF-B.1.9 The City shall analyze the feasibility of establishing a replacement fund for capital equipment, such as fire equipment, dispatch system, etc.

Implementation Programs

- PF- B.1 The City shall annually review and update its development fees to ensure adequate funding to deliver and maintain the service levels set out in this General Plan.

Responsibility:

- ☐ All City departments
- ☐ City Council

Time Frame:

- ☐ Ongoing, biannually

C. WATER SUPPLY

Water in Union City is provided by the Alameda County Water District (ACWD), which stores water in 11 reservoirs and tanks. Of these, Patterson Reservoir (15 million gallons) and Decoto Reservoir (15 million gallons) and the Appian Way Tank (750,000 gallons) are nearest to Union City. ACWD has two treatment facilities: the Mission San Jose plant, southeast of Union City near Fremont, with a capacity of 8.5 million gallons per day, and Water Treatment Plant 2, in the same area, with a capacity of 21 million gallons per day.

ACWD carries out long-range planning for its service area through the district's Integrated Resources Plan (IRP), which was adopted in 1995. In addition to planning for the continued maintenance of reliable water supply within its service area, the IRP promotes conservation as a significant component. ACWD's goal is that new water supply alternatives and conservation will enable the district to ensure that shortages during a dry year will reach no more than 10 percent.

One new water delivery project is planned for the Union City area. ACWD plans to construct Phase 2 of the 24-inch Niles-Decoto pipeline, which would extend from the Nimitz Freeway along Alvarado-Niles Road beyond the Union City limits to Mission Boulevard. The district has also proposed installing several salinity barriers along the western boundary of Union City and farther southward. Any property outside the current city limits would need to be annexed to the ACWD service area before service could be provided.

Goal	To ensure that there will be a safe and reliable water supply sufficient
PF-C.1	to meet the future needs of the city.

Policies

- PF-C.1.1 The City shall coordinate its review of development proposals with the ACWD to ensure that new development can be adequately served by the District's water supply system.
- PF-C.1.2 With concurrence of the ACWD, water distribution systems are to be interconnected ("looped") wherever feasible to facilitate the reliable delivery of water anywhere in the city.
- PF-C.1.3 The City shall only approve new development where an adequate public water supply and conveyance system exists or will be provided by the ACWD.

- PF-C.1.4 The City shall promote efficient water use and reduced water demand by:
- Requiring water-conserving design and equipment in new construction;
 - Encouraging water-conserving landscaping and other conservation measures;
 - Encouraging the retrofitting of existing development with water-conserving devices;
 - Providing public education programs;
 - Distributing outdoor lawn watering guidelines; and
 - Working with ACWD, promote water audit and leak detection programs.
- PF-C.1.5 The City shall maintain a regular program for inspecting and testing fire hydrants.
- PF-C.1.6 The City shall request the ACWD to periodically inform the City of current system capacity, surplus available to new users, and service or capacity increases (scheduled or anticipated to be scheduled).
- PF-C.1.7 The City shall pursue expanding the potential use of reclaimed water from the USD treatment plant.
- PF-C.1.8 The City shall work with Alameda County Water District to soften drinking water to a No. 3 standard.
- PF-C.1.9 The City shall work with Alameda County Water District and the City and County of San Francisco to upgrade and rehabilitate the existing Hetch Hetchy water trunk lines that pass through Union City.

Implementation Programs

- PF-C.1 The City shall review the most cost-effective urban best water conservation management practices, based as appropriate on recommendations of the California Urban Water Agencies, the California Department of Water Resources, or other appropriate agencies. The City shall work with the ACWD to develop a list of water conservation technologies, methods, and practices that maximize the beneficial use of water resources. The City shall work with the ACWD in reviewing and updating the list periodically to eliminate practices that no longer prove beneficial. New conservation technologies shall be promoted as they become available. Where appropriate, the City shall adopt those technologies, methods, and practices which are beneficial in the Planning area.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ On-going, as needed

D. WASTEWATER COLLECTION AND TREATMENT

The Union Sanitary District (USD) provides wastewater collection and treatment services for Union City and the cities of Fremont and Newark. The total service area is 60.2 square miles, with Union City making up 9.9 square miles. USD operates the Alvarado Wastewater Treatment Plant, which is located within Union City limits just west of Union City Boulevard south of Horner Street. Based on 1997 land use projections, the District has sufficient capacity to meet demand. No new projects are identified in USD's 5-year Capital Improvement Program, but the district expects to plan for projects in the next 20 years as the city approaches buildout.

Goal	To ensure adequate wastewater collection, treatment, and disposal.
PF-D.1	

Policies

- PF-D.1.1 The City will coordinate its review of development proposals with the USD to ensure that new development can be adequately served by the sewage collection and treatment system.
- PF-D.1.2 The City shall only approve new development where it will be served by a public sewer system.
- PF-D.1.3 The City shall request the USD to periodically inform the City of current system capacity, surplus available to new users, and service or capacity increases (scheduled or anticipated to be scheduled).

Implementation Programs

None beyond existing programs.

E. STORMWATER COLLECTION AND DRAINAGE

Stormwater collection service in Union City is provided by the City. In general, streets in Union City include storm drainage facilities, with the exception of a few steeply sloped streets in the hills east of Mission Boulevard. All newly constructed housing tracts have storm drains that connect to the City's system. The system is adequate to meet the needs of current development.

No major improvements or expansions are planned. Ongoing maintenance has kept the collection and drainage system in good repair.

**Goal
PF-E.1**

To collect and dispose of stormwater in a manner that minimizes inconvenience to the public, minimizes potential water-related damage, and enhances the environment.

Policies

- PF-E.1.1 The City shall require the maintenance of all drainage facilities, including detention basins and both natural and manmade channels, to ensure that their full carrying capacity is not impaired.
- PF-E.1.2 The City shall encourage the use of natural stormwater drainage systems in a manner that preserves and enhances natural features.
- PF-E.1.3 The City shall promote sound soil conservation practices and carefully examine the impact of proposed urban developments with regard to water quality and effects on drainage courses.
- PF-E.1.4 The City shall improve the quality of runoff from urban and suburban development through use of appropriate and feasible mitigation measures including, but not limited to, artificial wetlands, grassy swales, infiltration/sedimentation basins, riparian setbacks, oil/grit separators, and other best management practices.
- PF-E.1.5 New development shall have surface drainage disposal accommodated in one of the following ways:
- a. Positive drainage to a City-approved storm drain, stream, creek, or other natural water course.
 - b. On-site drainage that is retained within the development.
- PF-E.1.6 Future drainage system requirements shall comply with applicable State and Federal non-point source pollutant discharge requirements.
- PF-E.1.7 The City shall implement on-site storm drainage treatment facilities in City projects wherever feasible.
- PF-E.1.8 The City shall allow stormwater detention facilities to mitigate drainage impacts and reduce storm drainage system costs. To the extent practical, stormwater detention facilities should be designed for multiple purposes, including environmental, recreational and/or stormwater quality improvement.
- PF-E.1.9 The City shall continue to work with property owners in the hillside area to minimize erosion and conveyance of silt downstream to City drainage facilities.
- PF-E.10 The City shall encourage project designs that minimize coverage with impermeable surfaces.

- PF-E.11 The City shall establish a public education campaign to protect storm water from pollutants.
- PF-E.1.12 The City shall continue the user fee-based funding program that is adequate to operate and maintain the storm drain system.

Implementation Program

- PF-E.1 The City shall establish a public education campaign to protect storm water from pollutants.

Responsibility:

- ☐ Public Works Department

Time Frame:

- ☐ FY 02-03

- PF-E.2 The City shall continue the user fee-based funding program and shall regularly review the fee schedule to ensure that revenues are adequate for operating and maintaining the storm drain system.

Responsibility:

- ☐ Public Works Department

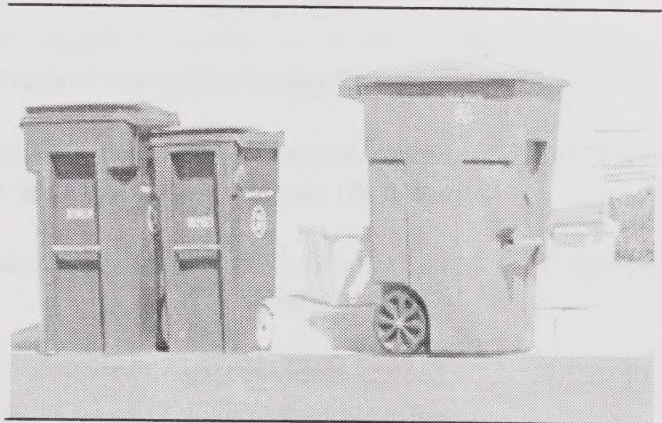
- ☐ City Council

Time Frame

- ☐ FY 03-04

F. SOLID WASTE DISPOSAL

Waste Management, Inc., provides solid waste collection and disposal services for Union City. Waste is transported to the Tri-Cities Landfill in Fremont, along with solid waste from the cities of Fremont and Newark. The Tri-Cities Landfill is nearing capacity and is expected to close in December 2001. Fremont is considering a possible expansion of the facility or construction of a new waste transfer station. Union City and Newark are awaiting Fremont's decision and will then consider participating in the selected option. No independent solid waste disposal options are being pursued by the City at this time.



Solid waste, green waste and recycling bins

Goal PF-F.1

To ensure the safe and efficient disposal or recycling of solid waste generated in Union City in an effort to protect the public health and safety and reduce impacts on landfills.

Policies

- PF-F.1.1 The City shall require solid waste collection in all urban and suburban development.
- PF-F.1.2 The City shall promote maximum use of solid waste reduction, recycling, composting, and environmentally-safe transformation of wastes and strive for an annual reduction in commercial and industrial waste disposal.
- PF-F.1.3 The City shall encourage the development of regional and community-based recycling facilities in industrial areas.
- PF-F.1.4 Where economically feasible, the City should use recycled materials and products.
- PF-F.1.5 The City shall work with recycling contractors to encourage businesses to use recycled products in their manufacturing processes and consumers to buy recycled products.
- PF-F.1.6 The City shall strive to maintain the diversion of 50 percent of all waste generated citywide for recycling and strive to increase the diversion of waste for recycling to 75 percent by 2010.
- PF-F.1.7 The City shall work with recycling contractors to strive to expand the types of materials that can be included in recycling programs.
- PF-F.1.8 The City shall encourage the recycling of construction debris.
- PF-F.1.9 The City shall encourage the recycling and proper disposal of hazardous materials.

Implementation Program

- PF-F.1 The City shall work with recycling contractors to expand the recycling programs available for commercial, industrial and residential customers in the community.

Responsibility:

- ☐ City Manager's Office

Time Frame:

- ☐ Ongoing

- PF-F.2 The City shall prepare guidelines to encourage "green" building techniques such as recycling of construction debris.

Responsibility

- ☐ Community Development Department

Time Frame:

- ☐ FY 02-03

G. UTILITIES

Natural gas and electrical services to Union City are provided by Pacific Gas and Electric Company. In 2000 it became apparent that there would be significant energy shortages statewide. Energy prices surged on the wholesale market as demand increased and suppliers were required to purchase energy at escalated costs. While the energy issue is complex, it is clear that the State will be taking several steps to address the energy shortage. Some of the steps to be taken include approving the construction of new power plant facilities to increase the power supply, establishing new regulations to encourage conservation, and providing incentives for residences and businesses to upgrade structures to be more energy efficient. While there are no local capacity restrictions for gas or electricity, the City is affected by the statewide shortage of energy.

Goal	To promote adequate levels of energy service provided by utility companies.
PF-G.1	

Policies

- PF-G.1.1 The City shall communicate its major development plans to utility companies and coordinate planning for the extension of these utilities.
- PF-G.1.2 The City shall promote technological improvements and upgrading of utility services in Union City to serve existing and future needs while minimizing noise, electromagnetic, and visual impacts on existing and future residents.
- PF-G.1.3 The City shall investigate the feasibility of requiring developers to incorporate solar cells on new industrial, commercial and parking structures for the purposes of providing electrical energy and reducing energy demands.
- PF-G.1.4 The City shall develop sustainability guidelines to enable the community to maintain its quality of life standards in the long term.

Goal	To promote energy conservation.
PF-G.2	

Policies

- PF-G.2.1 The City shall strive to reduce its energy usage by 5 percent over the base year 2001.
- PF-G.2.2 The City shall support the use of renewable energy sources, such as solar, in residential, commercial and industrial developments and municipal facilities.

See also the Community Design Element, CD-A.1.15 and CD-A.1.16, for related policies.

Implementation Programs

- PF-G.1 The City shall analyze and implement a program to reduce the City's energy consumption by 5 percent over the base year 2001.

Responsibility:

- ☐ Public Works Department
- ☐ City Council

Time Frame:

- ☐ FY 01-02

- PF-G.2 The City shall hire a consultant to develop sustainability guidelines for all new construction with a particular focus on the Station District.

Responsibility

- ☐ Community Development Department
- ☐ City Council

Time Frame

- ☐ FY 02-03

H. TELECOMMUNICATION INFRASTRUCTURE

Local telephone infrastructure is provided by Pacific Bell. A variety of long distance and local providers service the area. Television cable service is currently provided by AT&T Cable Services.

Goal
PF-H.1

To expand the use of information technology in order to improve personal convenience, reduce dependency on nonrenewable resources, take advantage of the ecological and financial efficiencies of new technologies, maintain the City's economic competitiveness, and develop a better-informed citizenry.

Policies

- PF-H.1.1 The City shall explore the feasibility of wiring all residential areas, industrial areas, and business parks for new information technologies.
- PF-H.1.2 The City shall strive to expand opportunities for all citizens to participate in City governance through use of communication technologies, including its web page.
- PF-H.1.3 The City shall expand use of the cable television system as a communications tool in providing governmental information, public access and cultural programming to the viewing public.
- PF-H.1.4 The City shall work with telecommunication companies to provide broadband services to all residents and businesses.

- PF-H.1.5 The City shall negotiate with the local cable provider to provide an institutional network connecting all public facilities. This network should have connections to other local and regional networks.
- PF-H.1.6 The City shall negotiate with the local cable provider to provide a community access center to enable community groups to record and broadcast meetings and functions.
- PF-H.1.7 To minimize the visual impact of wireless communication facilities, the City shall ensure that they meet the following conditions:
- are located away from residential and open space areas;
 - are not visible from public right-of way;
 - when possible, are located on existing buildings, existing poles, or other existing support structures; and
 - are painted, camouflaged, or textured.
- PF-H.1.8 The City shall use, promote and seek out the use of new technology to communicate with its residents.

Implementation Programs

- PF-H.1 The City shall provide public access computer terminals at convenient sites throughout the city, including non-City facilities such as the library, as well as City facilities.
- Responsibility:
- ☐ Community Development Department
- Time Frame:
- ☐ On-going
- PF-H.2 The City shall contract with a local cable provider to provide expanded cable services that will require an upgrade of communication infrastructure (fiber optics) and allow new services.
- Responsibility:
- ☐ City Manager's Office
- Time Frame:
- ☐ 2001 for new contract
 - ☐ 2003 for new services

I. LAW ENFORCEMENT

To accommodate expected growth in Union City, law enforcement facilities and staffing will need to be increased. To accommodate this growth it is expected that 10 new full-time equivalent (FTE) law enforcement personnel and approximately 2,000 square feet of new facilities (200 square feet per FTE law enforcement personnel) would be needed. The existing staffing level is 1.4 FTE personnel per 1,000 population.

Goal	To provide adequate law enforcement services to deter crime and to
PF-I.1	meet the growing demand for services associated with increasing
	populations and commercial/industrial development in the city.

Policies

- PF-I.1.1 The City Police Department should strive to increase its staffing ratio to be consistent with the current average of cities within Alameda County. Staffing levels for 2001 are 2.1 (1.4 sworn officers and .7 non-sworn support staff) per 1,000 population.
- PF-I.1.2 The City Police Department should strive to achieve an average response time of four (4) minutes or less for Priority 1 calls, critical life threatening emergencies.
- PF-I.1.3 The City should provide police facilities, equipment and personnel sufficient to maintain the above service standards and using new law enforcement technologies.
- PF-I.1.4 The City shall consider public safety issues in all aspects of commercial and residential project design, including crime prevention through environmental design.
- PF-I.1.5 The City shall continue to implement the Community Oriented Policing and Problem Solving program and philosophy.
- PF-I.1.6 The City shall promote public safety programs, including neighborhood watch, child identification and fingerprinting, and public education/outreach efforts.

Implementation Programs

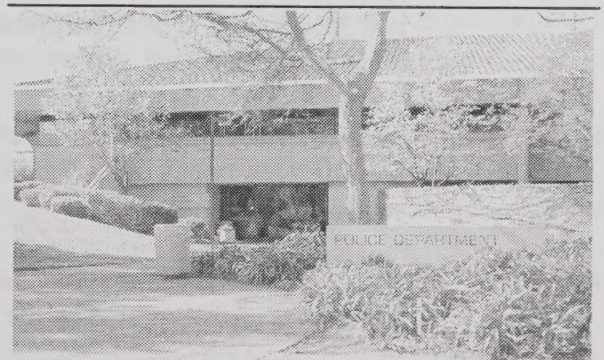
- PF-I.1 The Police Department shall update the Community Oriented Policing and Problem Solving Policy Five Year Plan.

Responsibility:

- ☐ Police Department

Time Frame:

- ☐ FY 02-03



Union City Police Department

- PF-1.2 Biannually with the preparation of the City budget, the City shall assess local police facilities and equipment needs and develop strategies that strive to maintain the above service standards.

Responsibility:

- ☐ Police Department
- ☐ City Council

Time Frame:

- ☐ Biannually

J. FIRE PROTECTION

The Union City Fire Department provides fire and emergency response services to the City. The Union City Fire Department has four fire stations that accommodate 45 FTE fire personnel. The existing staffing level is 0.64 FTE fire personnel per 1,000. The expected growth at buildout will require the addition of approximately 12 new fire personnel and 1,513 square feet of new fire station space.



Union City Fire Truck

Goal	To protect the residents of and visitors to Union City from injury and
PF-J.1	loss of life and to protect property from fires.

Policies

- PF-J.1.1 The City Fire Department shall attempt to maintain an ISO (Insurance Service Organization) rating of 3 or lower.
- PF-J.1.2 The City Fire Department shall strive to respond to all Priority 1 emergency calls in 5 minutes or less and strive to respond to all Priority 3 service calls in 9.5 minutes (9 minutes and 30 seconds). The Department shall seek all new efficiencies in operations to improve these response times.
- PF-J.1.3 The City shall require new development to build or fund its fair share of fire protection facilities, personnel, operations, and maintenance that, at minimum, maintains the above service level standards.
- PF-J.1.4 The City shall locate fire stations as needed to maintain acceptable response times that meet the service level expected by the community.
- PF-J.1.5 The City shall specify water main size, water flow, fire hydrant spacing, and other fire facilities meet City standards.

- PF-J.1.6 The City Fire Department should strive to increase its staffing ratio to 1 full-time equivalent personnel per 1,000 population to be consistent with urban/suburban fire department staffing levels.
- PF-J.1.7 The City should provide fire facilities (including engines, and other vehicles, necessary equipment, and support personnel) sufficient to maintain the above service standards and using new fire protection technologies.
- PF-J.1.8 The City shall identify key fire loss problems and design appropriate fire safety education programs to reduce fire incidents and losses.
- PF-J.1.9 The City shall strive to provide ambulance service to the community through the Fire Department staff and in conjunction with the Alameda County Emergency Medical Services Plan.
- PF-J.1.10 The City Fire Department shall be staffed to mitigate 99 percent of all emergency calls with on duty staff and equipment.
- PF-J.1.11 The City Fire Department shall be staffed to meet service goals for enhanced emergency medical services and fire related calls.
- PF-J.1.12 The City shall strive to develop an appropriate training facility for the Fire Department that would include classrooms, pumping, props, training structures, and associated facilities.
- PF-J.1.13 The City Fire Department shall strive to organize and distribute resources to provide an equal level of emergency medical services and fire suppression services to all areas of the community.
- PF-J.1.14 The City shall investigate the need of relocating the Tenth Street fire station to the area along Decoto Road between the railroad tracks.
- PF-J.1.15 The Fire Department shall strive to develop and deliver injury prevention programs to the community.

Implementation Programs

- PF-J.1 The City shall implement ordinances to control fire losses and fire protection costs through continued use of automatic fire detection, control, and suppression systems.

Responsibility:

- ☐ Community Development Department
- ☐ Fire Department

Time Frame:

- ☐ On-going, as needed

- PF-J.2 The City shall continue to work with Alameda County Water District to ensure that all fire hydrants are inspected regularly for operational readiness; check fire flow and install street hydrant markers where necessary.
- Responsibility:
☐ Fire Department
- Time Frame:
☐ On-going, annual basis
- PF-J.3 The Fire Department shall complete the accreditation process to analyze community fire risk, current protection levels and recommended enhancements of fire service delivery.
- Responsibility:
☐ Fire Department
- Time Frame:
☐ FY 02-03
- PF-J.4 The City shall prepare a feasibility plan for an appropriate training facility for the Fire Department and investigate its use as a shared facility for the police department.
- Responsibility:
☐ Fire Department
- Time Frame:
☐ FY 03-04
- PF-J.5 The City shall provide ambulance service to the community through the Fire Department in conjunction with the Alameda County Emergency Medical Services.
- Responsibility:
☐ Fire Department
- Time Frame:
☐ FY 04-05
- PF-J.6 The City shall regularly review fees for fire protection service collected through various City revenue sources.
- Responsibility:
☐ Fire Department
☐ City Council
- Time Frame:
☐ Annually

K. SCHOOLS

Educational needs of Union City residents are served by the New Haven Unified School District (NHUSD), which also serves south Hayward. In all, the district has approximately 13,300 students attending 13 schools: eight elementary schools serving grades kindergarten through five; three middle schools serving grades 6-8; one high school; and one adult school.

The NHUSD recently completed an overall restructuring and master plan based on the City of Union City's buildout projections. As a result, one new elementary school was recently completed (Delaine Eastin Elementary School) on the west side of Union City Boulevard. This is expected to be the last new school constructed in Union City. In addition to constructing a new school, NHUSD may add a performing arts center to the James Logan High School campus. The facility will provide space for drama and music classes and will also serve as a community resource.

In addition to the public schools, several academic private schools operate within the city, including Our Lady of the Rosary, Purple Lotus Society, Semore School, and Union City Christian Academy.

Goal	To ensure that adequate school facilities are available and
PF-K.1	appropriately located to meet the needs of Union City residents.

Policies

- | | |
|----------|---|
| PF-K.1.1 | The City shall continue to support local school districts in their efforts to provide quality education facilities that will accommodate projected changes in student enrollment. |
| PF-K.1.2 | The City shall work cooperatively with the NHUSD in monitoring housing, population, and school enrollment trends. |
| PF-K.1.3 | The City's land use planning should be coordinated with the planning of school facilities and should involve the school district during the early stages of the land use planning process. |
| PF-K.1.4 | The City shall work with NHUSD to design school campuses as focal points within the neighborhood and community. |
| PF-K.1.5 | Whenever feasible, the City shall support and participate with the school district in the joint development of recreation areas, turf areas, and multi-purpose buildings. |
| PF-K.1.6 | The City should partner with school districts, civic organizations, and multi-functional faith-based organizations, to use schools as community centers to provide a range of services, including child care. |

Implementation Programs

None identified beyond existing programs.

L. LIBRARIES

The Union City branch of the Alameda County Library, located in the William Cann Civic Center, serves the city and the nearby residents outside the city limits. As of June 30, 1999, the city had 20,665 registered borrowers, 90.8 percent of whom were residents. The existing facility was designed to serve a population of approximately 50,000, well below the current population. The service level of the library facility is 0.24 square feet per capita (12,000 square feet of space for a design capacity of 50,000 people). The facility is 0.5-0.75 square foot per capita below the current size standard for facilities in the county library system. The Capital Facilities Fee Technical Report identifies library expansion as a needed project, but no specific project has yet been proposed.

Goal	To ensure that adequate library facilities are available and appropriately
PF-L.1	located to meet the needs of Union City residents.

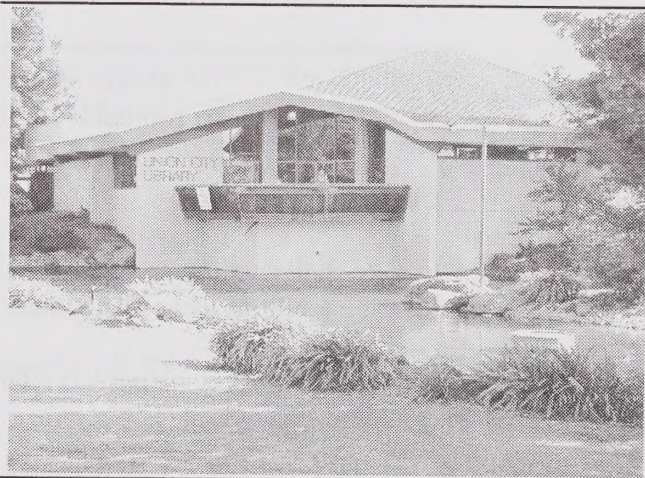
Policies

PF-L.1.1 The City should continue to encourage and support the Alameda County Library in providing quality facilities and services.

PF-L.1.2 The City should encourage and fund the use of libraries as community centers, providing a range of services. The City should partner with local civic organizations to this end. *(New)*

PF-L.1.3 The City's land use planning should be coordinated with the planning of library facilities that can be easily accessed by pedestrian and bicycle users, as well as by transit or motor vehicle, in order to enhance neighborhoods, minimize transportation requirements and costs, and minimize safety problems.

PF-L.1.4 The City should evaluate the feasibility of providing library services in the community.



Union City Library

Implementation Programs

PF L.1 The City shall identify alternatives and methods to enhance library services.

Responsibility:

☐ Leisure Services Department

Time Frame:

☐ FY 02-03

PF-L.1.2 The City shall evaluate the feasibility of providing library services in the community, including the addition of a second facility on the west side of the city.

Responsibility:

☐ Leisure Services Department

Time Frame:

☐ FY 02-03

NATURAL AND HISTORICAL RESOURCES ELEMENT

INTRODUCTION

Union City is surrounded by a diverse and unique mix of natural resources ranging from beautiful hills to salt marshes and meandering creeks. These resources are fundamental in defining the character and future growth patterns of Union City. In addition, the city has a network of recreational and historical resources. It is critical that these resources are recognized and preserved for the purposes of educating the public and retaining the character of Union City.

The purpose of this Element is to protect and enhance the natural and historical resources that make Union City a unique place. This element includes a summary of existing conditions and a description of the goals, policies, and implementation measures designed to address the following subjects: biological resources, water resources, historic resources, and open space preservation.

Information on water supply and storm drainage is contained in the Public Facilities and Services Element.

A. BIOLOGICAL RESOURCES

Union City has a variety of plant and wildlife that includes 12 special status plant species and 13 special status wildlife species. The species can be found along the wetland areas on the western fringe of the city, along the eastern hillsides, and among habitat interwoven through urban development.

Along Dry Creek on the Meyers property (now East Bay Regional Park land) and near Whipple Road, in the northern part of the planning area, and along the small creek that runs near Smith Street and Dyer Street, there is riparian habitat (e.g., oaks, box elder, and willows). Other areas of riparian habitat (e.g., elderberry shrubs, pepper trees, box elders, and willows) border a small drainage east of I-880. These communities are also considered sensitive natural communities by the California Department of Fish and Game (DFG).



Gates to the Meyers property on May Road, above Mission Boulevard

Freshwater marshes consisting of young willows and cattails occur near Alvarado-Niles Road and the Alameda Creek area. Freshwater marshes and wetlands have water at or

near the surface, have soils differing from those of adjacent uplands, and vegetation adapted to wet conditions. Often, freshwater wetlands can be important waterfowl habitat. Terns are among the wildlife present at this location. On Dry Creek, wildlife such as robins can be observed. Swallows are present under bridges along this creek, where they potentially nest. Wetlands are subject to Corps jurisdiction under section 404 of the Clean Water Act (CWA). In addition, DFG has adopted a no-net-loss policy for wetlands.

Areas of non-freshwater marsh are located in the western part of the city boundary, near salt evaporators. Swallows, terns, stilts, and red-winged blackbirds are a few of the species found in this habitat. In the northwestern part of the Planning Area, there are salt-influenced seasonal wetlands, with vegetation such as pickleweed. Pickleweed is considered potential habitat for the Federally-endangered salt marsh harvest mouse. Other salt-influenced wetlands are found in the northwestern portion of the City's Planning Area.

The eastern part of the Planning Area is characterized by non-native annual grasslands. Non-native grasslands can host threatened species and species of special concern, such as the burrowing owl, the red-legged frog and the Alameda whipsnake.

Goal	To protect, restore, and enhance important biological habitats and their associated plant, wildlife, and fish species throughout Union City and to educate people as to this need.
NHR-A.1	

Policies

- NHR-A.1.1 The City shall define the following as sensitive habitat areas: riparian woodland and scrub, freshwater marsh/wetland areas, non-freshwater marsh/wetland areas, and grassland areas.

- NHR-A.1.2 The City shall maintain information on biological resources in the Planning Area, including maps that identify the locations of environmentally-sensitive habitats and special status species as reported to the City or available from information published by regulatory agencies. This information shall be used by the City to inform and guide review of proposed development.



West side of Turk Island

- NHR-A.1.3 On sites that have the potential to contain critical or sensitive habitats, or special-species, or are within 100 feet of such areas, the City shall require the project applicant to survey the site by a qualified biologist at the proper time of year. A report of the findings of this survey shall be submitted to the city as part of the application process. Appropriate mitigation measures will be incorporated into the project as necessary to protect the resources.

- NHR-A.1.4 On sites with the potential to contain wetland resources, the City shall require that a wetland delineation be prepared using the protocol defined by the U.S. Army Corps of Engineers. The applicant shall submit a report on the findings of this survey to the City as part of the application process. Appropriate mitigation measures will be incorporated into the project as necessary to protect the resources.
- NHR-A.1.5 Any proposal that would create new parcels or lots shall demonstrate that the resulting parcels/lots provide adequate building space outside of critical biological areas and areas inhabited by special-status species.
- NHR-A.1.6 The City shall cooperate actively in regional efforts to restore wetlands ecology and stream and river resources.
- NHR-A.1.7 The City shall cooperate with other public agencies and organizations to acquire conservation easements on privately-owned lands in order to preserve important wildlife corridors and to provide protection of State or Federal special-status species and the habitats they occupy and use.
- NHR-A.1.8 The City shall work to inform and educate the public about the natural resources in the city and the steps that can be taken to help protect, enhance, restore, and enjoy these resources.
- NHR-A.1.9 The City shall help residents understand, value, preserve and restore the unique features within the city that are part of the Bay ecology.
- NHR-A.1.10 The City shall design and develop an environmental education center to serve area residents.
- NHR-A.1.11 The City shall create compatible points of access for the public to view and understand the importance of the ecosystems of the hills and wetlands.
- NHR-A.1.12 The City shall provide signage and strategically locate fences to prevent humans and dogs from adversely affecting wetlands.
- NHR-A.1.13 The City shall continue to require a burrowing owl study on all development projects that incorporate vacant, unpaved parcels, or parcels adjacent to possible owl habitat.
- NHR-A.1.14 The City shall encourage the Alameda County Flood Control District to enhance the viability of habitat areas along the city's creek system by restoring the natural vegetation and cleaning up trash and debris in coordination with.



Naturalized Old Alameda Creek near Almaden Boulevard

- NHR-A.1.15 The City shall commit to preservation of significant natural resources including wetlands, bay shores, plant, animal, and fish habitats.

Implementation Programs

- NHR-A.1 The City shall develop a creek restoration program in coordination with the Alameda County Flood Control District to enhance the viability of habitat areas along the city's creek system by restoring the natural vegetation and cleaning up trash and debris.

Responsibility:

- ☐ Public Works Department
- ☐ Community Development Department

Time Frame:

- ☐ FY 03-04

B. WATER RESOURCES

Within Union City, groundwater resources are used to supply 75 percent of the water used in the City. This groundwater comes from a single groundwater basin called the Niles Cone. It is critical that the City protects this vital resource from contamination and that the City protects the watershed areas that recharge this groundwater basin. In addition to groundwater resources, it is also imperative that the City protect surface water from sedimentation and other contaminants.

Goal	To protect and enhance the natural qualities of Union City's groundwater, surface water, and streams, and to ensure sufficient water supplies of good quality for all beneficial uses.
NHR-B.1	

Policies

- NHR-B.1.1 The City shall work with Alameda County Flood Control in an effort to ensure protection of the natural conditions along stream and creek corridors.

- a. In areas already disturbed, efforts should be made to restore the natural character to the extent possible.
- b. The development of trails along the corridors should be encouraged, and streamside rest areas should be provided that include indigenous streamside vegetation.
- c. New projects for flood and erosion control should be designed to preserve the natural creekside condition where possible. Alteration of streambeds and adjacent



Dry Creek channel with pedestrian path beyond

vegetation is to be permitted only as a means of erosion or flood control as permitted by the City and in such a manner as to enhance the area within the city.

- NHR-B.1.2 The City shall require that an erosion control plan be prepared and approved prior to the issuance of a grading permit. This plan shall be prepared in keeping with standards for non-point source pollutants applied by the Regional Water Quality Control Board.
- NHR-B.1.3 The City shall take or encourage actions to protect the Niles Cone water-bearing aquifers. Particular attention shall be paid to the use of recharge wells, salt water barriers, and importation of water necessary to maintain the water levels at surface elevations adequate to prevent salt water intrusion. Efforts should ensure maximum opportunity for surface runoff to recharge groundwater basins, including the use of checkdams, ponding, or retention basins, where compatible with policies for stream and creek protection.
- NHR-B.1.4 The City shall evaluate public and private development projects, including golf courses, to determine the effects of the projects on on-site and downstream drainage patterns and associated ecological systems. Larger projects may require on-site detention or retention facilities, or other permanent filtration systems to maintain existing storm flows and velocities in natural drainage systems and allow for enhanced infiltration.
- NHR-B.1.5 Within its authority, the City shall ensure that flood control facilities built in natural areas be designed to use "soft" channel structures (i.e., avoid lined channels and culverts) that maintain to the greatest extent possible natural vegetation and infiltration.
- NHR-B.1.6 The City shall ensure, through review and inspection, that erosion control is being handled correctly on construction sites.
- NHR-B.1.7 The City shall encourage the use of state-of-the-art treated effluent to water parks, school grounds, and golf courses.
- NHR-B.1.8 The City shall evaluate proposed projects to ensure that impermeable surfaces are minimized.
- NHR-B.1.9 The City shall encourage the use of earthen drainage swales to manage on-site drainage and permeable surfaces for walkways and private driveways and patios.

Implementation Programs

- NHR-B.1 The City shall continue to update and review the water conservation standards for landscaping activities, such as nighttime watering and acceptable irrigation systems.

Responsibility:

☐ Public Works Department

Time Frame:

☐ On-going

- NHR-B.2 The City shall explore the possibility of using reclaimed water to irrigate new commercial developments and new areas with large landscaped areas (such as parks and golf courses). In areas where reclaimed water can be provided in the future, the City shall require landscape irrigation to be installed so that the system could be used with reclaimed water (i.e., dual piping).

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ On-going

- NHR-B.3 The City shall ensure, through review and inspection, that erosion control is being handled correctly on construction sites.

Responsibility:

- ☐ Community Development Department
- ☐ Public Works Department

Time Frame:

- ☐ On-going

C. ARCHEOLOGICAL AND HISTORICAL RESOURCES

Union City has a number of historic properties that provide an important link in reconstructing the City's past. The City completed an inventory (i.e., Union City Cultural Resources Survey) of historical resources. The City has begun the process of designating certain sites as local historic properties.

Goal	To protect, to the extent possible, the City's significant archeological and historical resources.
NHR-C.1	

Policies

- NHR-C.1.1 The City should continue to encourage and provide support for the Union City Historical Museum.
- NHR-C.1.2 The City shall continue to work with the Union City Historical Museum to identify historical resources in the Planning Area and incorporate these sites into the Landmark and Historic Preservation Overlay Zone.



Old Saint Anne's church in Old Alvarado

- NHR-C.1.3 The City shall encourage the preservation of public landmarks.
- NHR-C.1.4 The City shall use appropriate State and Federal standards in evaluating the significance of historical resources found in the city.
- NHR-C.1.5 The City shall support public and private efforts to preserve, rehabilitate, and continue the use of historic structures and sites.
- NHR-C.1.6 The City shall support efforts to protect and recover archeological resources.

Implementation Programs

- NHR-C.1 The City shall maintain and publish a historical resource inventory.
- Responsibility:
- ☐ Community Development Department
- Time Frame:
- ☐ On-going
- NHR-C.2 The City shall establish construction standards for the protection of historical resources during development and allow the use of State Historic Building Code provisions for designated properties.
- Responsibility:
- ☐ Community Development Department
- Time Frame:
- ☐ On-going
- NHR-C.3 The City shall develop standards for monitoring of mitigation measures established for the protection of historical resources prior to development.
- Responsibility:
- ☐ Community Development Department
- Time Frame:
- ☐ On-going
- NHR-C.4 The City shall apply the Landmark and Historic Overlay Zone to noteworthy resources.
- Responsibility:
- ☐ Community Development Department
 - ☐ Union City Historical Museum
- Time Frame:
- ☐ On-going

- NHR-C.5 Prior to issuance of any permit to modify a structure that is within the city's Landmark and Historic Overlay Zone, the applicant shall have the building and surrounding area evaluated for significance in relation to State and Federal guidelines.

Responsibility:

☐ Community Development Department

Time Frame:

☐ On-going

- NHR-C.6 When archaeological resources are uncovered during site excavation, grading, or construction, work on the site will be suspended until the significance of the features can be determined by a qualified archaeologist. If significant resources are determined to exist, the archaeologist shall make recommendations for protection or recovery of the resource.

Responsibility:

☐ Community Development Department

Time Frame:

☐ On-going

D. OPEN SPACE PRESERVATION

For the purposes of the General Plan, open space is defined as all of the space above the surface of the earth or water which is not occupied by structures or man-made impervious surfaces. Open space, therefore, is three-dimensional. Its boundaries are defined by land forms, prominent vegetation, and buildings and other structures. The concept of three-dimensionality is important in Union City where the open space experiences vary from the eastern hillsides to the flatlands of the Bay plain. The policies in this section call for protecting and enhancing open spaces within the Planning Area and the quality of views to and from them.



Kennedy Park

Goal	To provide for a continuous system of open spaces for the preservation, enhancement and protection of open space land.
NHR-D.1	

Policies

- NHR-D.1.1 The City shall integrate, wherever possible, the local open space system with the open space systems of nearby communities and the region.

- NHR-D.1.2 The City shall maintain open space areas to guide the form of urban development and to establish open space between incompatible land uses.
- NHR-D.1.3 The City shall provide adequate open space within existing and proposed urban use areas and relate the open space to those areas so as to enhance living conditions in the entire city.
- NHR-D.1.4 The City shall establish priorities for the acquisition and protection of open space.
- NHR-D.1.5 The City shall explore various methods for protecting open space resources including, but not limited to, regulation, full acquisition, transfer of development rights, and less than fee purchase.
- NHR-D.1.6 The City shall identify areas to be maintained as open space and relate such areas to the open space plans and proposals of adjacent jurisdictions.
- NHR-D.1.7 The City shall provide a legal basis for retaining open spaces through means that will be economically feasible for public and private interests.
- NHR-D.1.8 The City shall evaluate all development projects in terms of open space qualities. All identified significant open space resources (i.e., habitat for wildlife and rare, threatened, or endangered plant species, etc.) will, where feasible, be protected or avoided through conditions of approval and project design. Removal of vegetation should be minimized, and replanting required to maintain soil stability, prevent erosion, and maximize regeneration.

- a. Existing wildlife habitats should be protected in a natural and undeveloped state as part of open space areas and as a means of preserving and attracting wildlife. Depleted habitats adaptable to restoration should also be included as open space.



Hillsides of east Mission Boulevard

- b. Only limited development will be allowed within designated open space areas. Development of an open space area will be permitted only in select areas and will be limited to facilities needed in conjunction with low density recreational areas or select public facilities.

- NHR-D.1.9 The City shall protect major visual features, such as ridgelines and valley sides in the eastern hillsides and the critical wetland areas at the western end of the city through regulation or public acquisition of fee title or lesser interest.
- NHR-D.1.10 The City shall require new development to incorporate nearby and distant open space views into the project design. Landscaped open space shall be included in new developments, including in commercial and industrial areas and along streets and trails. Use of

drought-tolerant landscaping shall be encouraged in site development review. Specimen trees and significant stands of existing trees will be protected to the extent possible in the design of new development.

NHR-D.1.11 The City shall designate areas that are potentially hazardous to public health and safety, in relation to the development of occupied structures, as open space. Areas that fall into this category include:

- a. Areas of geologic instability.
- b. The 960-foot buffer area between Union Sanitary District Treatment Plant and the residential development east of the treatment plant.
- c. The Turk Island Landfill

The following uses will be allowed in such areas:

- a. Agriculture;
- b. Open space;
- c. Flood control management;
- d. Passive recreation in a natural or near-natural state;
- e. Active recreation areas where public health and safety can be adequately protected for the types of uses proposed.

NHR-D.1.12 When in the public interest, the City will seek funds for the acquisition of open space, either in fee or as an easement, from Federal, State, and other governmental sources, as well as private sources. Where appropriate, conservation or open space easements will be required of new development in order to protect unique natural features or other environmentally significant resources identified during CEQA review, such as steep hillsides, natural stream courses, or unique plant or animal community or habitats.

NHR-D.1.13 The City shall strive to separate incompatible uses in new developments with open space. Incompatible uses include residential and industrial uses. Open space may be in the form of a park, landscaped greenbelt, or natural corridor.

NHR-D.1.14 In designated open space areas, the man-made structures shall be subordinate to and not conflict with the quality of the open space. The City shall prohibit inappropriate uses of open space (i.e., off-road motorized vehicles) to prevent environmental damage and preserve the quality of the open space. Further, grading, tree removal or other disturbance within designated open space areas shall only be permitted when plans for such activities have been approved by the City and found necessary for protection or enhancement of the open space, or to provide for safe and enjoyable public use of the open space resource.

NHR-D.1.15 The City shall provide a variety of open spaces including open space for public use and enjoyment and for the protection of agricultural and wildlife habitats and scenic vistas. The following are aspects of this policy:

- a. Within the limits of availability of land, an equitable geographical distribution of open space throughout the city should be provided for the benefit of all residents of the city.
- b. Land areas of outstanding natural scenic qualities and outstanding views of natural or man-made significance shall be protected. The open space plan includes areas of irreplaceable natural and man-made resources, including areas of topographical, geologic, or historical significance.
- c. Relative to increasing demands per capita for park areas, recreational areas, and natural areas in or near population centers of the city, selected portions of easily accessible open space should be utilized for leisure time facilities.
- d. Observation areas with outstanding vistas are to be included as permanent elements of the open space plan and be coordinated with hiking trails.



Hillsides as seen from Mission Boulevard

NHR-D.1.16 The City shall protect open space from intrusion by public projects.

- a. Planned open space is to be protected from intrusion by massive public works projects such as freeways and utility systems wherever possible. When protection is not possible, such projects shall be designed to permit compatible recreational development.
- b. Public utilities should be consolidated and located to avoid scenic areas. Wherever feasible, power and pipe utility lines should be consolidated to prevent further severance of the open space. Utility lines and pipelines in open space areas should be located so as to permanently avoid marring areas of outstanding beauty.

NHR-D.1.17 The City shall permit amendments from agricultural designations especially upon demonstration that the agricultural use is no longer economically viable, and that the new uses proposed meet the overall goals and objectives of the General Plan.

Implementation Programs

None identified beyond existing programs.

APPENDIX A1

ACRONYMS

A	Agricultural
ABAG	Association of Bay Area Governments
AC Transit	Alameda - Contra Costa Transit
ACE	Altamont Commuter Express
ACTA	Alameda County Transportation Agency
ACWD	Alameda County
ADA	Americans with Disabilities Act
ADT	Average Daily Traffic
AT & T	American Telephone and Telegraph
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit
CBO	Community Based Organizations
CCR	California Code of Regulations
CC & R's	Covenants, Conditions and Restrictions
CD	Community Design
CEQA	California Environmental Quality Act
CMA	Congestion Management Agency
CNPS	California Native Plant Society
CO	Office Commercial
CR	Retail Commercial
CSMU	Station Mixed Use-Commercial
CVT	Visitor and Thoroughfare Commercial
CWA	Clean Water Act
DFG	Department of Fish and Game
DIPSA	Decoto Industrial Park Study Area
ED	Economic Development
EIR	Environmental Impact Report
EBRPD	East Bay Regional Park District
ESA	Endangered Species Act

FAR	Floor-Area Ratio
FEMA	Federal Emergency Management Agency
FTE	Full Time Equivalent
FY	Fiscal Year
HOV	High-occupancy-vehicle
HS	Health and Safety
I	Institutional
IRP	Integrated Resources Plan
LAFCo	Local Agency Formation Commission
LOS	Level of Service
LU	Land Use
MG	General Industrial
ML	Light Industrial
MS	Special Industrial
MS/D	Special Industrial/DIPSA
MTC	Metropolitan Transportation Commission
NC	Natural and Cultural Resources
NHUSD	New Haven Unified School District
NPO	Non-profit Organization
OS	Open Space
PAC	Project Area Committee
PAL	Police Activities League
PG & E	Pacific Gas and Electric
PSSC	Pacific States Steel Corporation
R & D	Research and Development
RDA	Redevelopment Agency
RDC	Research and Development Campus
REF	Revolving Enterprise Fund
RFQ	Request for Qualifications
RLF	Revolving Loan Fund

SFBAAB	San Francisco Bay Area Air Basin
SMWM	Simon Martin-Vegue Winkelstein Moris
SR	State Route
TR	Transportation
TDM	Transportation Demand Management
TCCC	Tri Cities Children Center
UC	Union City
UCT	Union City Transit
USD	Union Sanitary District
V/C	Volume-to-capacity Ratio
YFSH	Youth, Family, Seniors, and Health

APPENDIX A2

POLICY DOCUMENT GLOSSARY

Active Fault. A fault is a fracture in the Earth's crust that is accompanied by displacement between the two sides of the fault. An active fault is defined as a fault that has moved in the last 10,000-12,000 years. A potentially active fault is one that has been active in the past 1.6 million years.

Ambient Noise. The total noise associated with a given environment and usually comprising sounds from many sources both near and far.

Archaeology. The study of historic or prehistoric peoples and their cultures by analysis of their artifacts and monuments.

Attenuation. Reduction in the level of sound due to absorption by the atmosphere, distance, barriers, and other factors.

Bay Area Air Quality Management District. The BAAQMD is the regulatory agency responsible for developing air quality plans, monitoring air quality, and reporting air quality data for the City of Union City.

Building - Any structure used or intended for supporting or sheltering any use or occupancy.

Business Incubator - This is a facility operated by a non-profit corporation that helps provide management, administrative, accounting, and other types of business services to small start-up companies. The successful business incubators have a theme --they screen and only allow certain types of firms such as technology firms to lease. The non-profit business incubators are subsidized by a state or local government. The subsidy allows them to provide the management services at a reduced fee, and they usually offer below market rents. The goal of an incubator is to see the firm expand and leave the premises, allowing the incubator to accept a new firm. A business incubator is not operated as a for-profit business.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

Caltrans - California Department of Transportation.

City - City with a capital "C" generally refers to the City of Union City government or administration. City with a lower case "c" generally refers to the geographical area of the city, both incorporated and unincorporated territory (*e.g.*, the city bikeway system).

Collector - Relatively-low-speed, street that provides circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

Community Groups - May include faith-based organizations, service clubs, cultural organizations, social service providers, sports leagues, educational organizations, and the like.

Compatible - Capable of existing together without conflict or ill effects.

Conservation - The management of natural resources to prevent waste, destruction, or neglect.

Consistent - Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Critical facilities or uses - Facilities or uses that would be used to respond to the needs of the city in the event of a natural or manmade hazardous event (i.e., hospitals, fire stations, utility installations, critical roadways, communication centers) or uses with high occupancies, such as schools.

DIPSA - The Decoto Industrial Park Study Area Specific Plan. The area identified as DIPSA is regulated under an existing specific plan. The boundaries of the district are Mission Boulevard, Decoto Road, Alvarado-Niles Road, and the Union City/Fremont border. See Housing Unit.

Developable land - Land that is suitable as a location for structures and that can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas. Land area outside of delineated wetlands and wetland buffers that is otherwise developable, taking into consideration steep slopes, unstable soil, etc.

Development - On land, in or under water, the placement or erection of any solid material or structure; discharge or disposal of any dredged material or of any gaseous, liquid, solid, or thermal waste; grading, removing, dredging, mining, or extraction of any materials; change in the density or intensity of use of land, including, but not limited to, subdivision pursuant to the Subdivision Map Act (commencing with Section 66410 of the Government Code), and any other division of land, including lot splits, except where the land division is brought about in connection with the purchase of such land by a public agency for public recreational use; change in the intensity of use of water, or of access thereto; construction, reconstruction, demolition, or alteration of the size of any structure, including any facility of any private, public, or municipal utility; and the removal or harvesting, and timber operations which are in accordance with a timber harvesting plan submitted pursuant to the provisions of the Z'berg-Nejedly Forest Practice Act of 1973 (commencing with Section 4511).

Dwelling Unit - A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), that constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Encourage, v. - To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Enhance, v. - To improve existing conditions by increasing the quantity or quality of beneficial uses or features.

Environmental Impact Report (EIR) - A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.

Fault - A fault is a fracture in the Earth's crust that is accompanied by displacement between the two sides of the fault. An active fault is defined as a fault that has moved in the last 10,000-12,000 years. A potentially active fault is one that has been active in the past 1.6 million years.

Feasible - Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.

Flex Space - Buildings with walls that can easily be moved at low cost. This allows firms to adjust to rapidly changing levels of employees. The firms can inexpensively expand or contract without finding a new location.

Flood, 100-Year - The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Floor Area Ratio (FAR) - The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.00 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.50 would allow 15,000 sq. ft. of floor area; an FAR of 2.00 would allow 20,000 sq. ft.; and an FAR of 0.50 would allow only 5,000 sq. ft.

Freeway - A high-speed, high-capacity, limited-access transportation facility serving regional and countywide travel. Freeways generally are used for long trips between major land use generators.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Hazardous Material - Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Historic Resources. This term usually refers to the time period from the first Euroamerican contact.

Household - All those persons -- related or unrelated -- who occupy a single housing unit.

Housing Unit - The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a manufactured home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Implementation Program - An action, procedures, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

Infill Development - Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

Infrastructure - Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Intermodal Facility - The transit facility at the BART station that includes the 19-bay bus transfer facility, the BART station, the passenger rail station and any other transit facilities and transit amenities that may be developed in conjunction with these uses.

Level of Service (LOS) - A scale that measures the amount of traffic a roadway may be capable of handling on a roadway or at the intersection of roadways. Levels range from A to F, with A representing the highest level of service.

Liquefaction. Liquefaction in soils and sediments occurs during some earthquake events, when material is transformed from a solid state into a liquid state because of increases in pressure in the pores (the spaces between soil particles). Earthquake-induced liquefaction most often occurs in low-lying areas with soils or sediments composed of unconsolidated, saturated, clay-free sands and silts, but it can also occur in dry, granular soils or saturated soils with some clay content.

Local Agency Formation Commission (LAFCo) - The countywide commission that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.

Mitigate, v. - To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed-use - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Parkway -An expressway or freeway designed for non-commercial traffic only; usually located within a strip of landscaped park or natural vegetation.

Planning Area - The Planning Area is the land area addressed by the General Plan. For the purposes of the this General Plan, the Planning Area is coterminus with the city limit boundary.

PM10. Dust and other particulates come in a range of particle sizes. Federal and state air quality regulations reflect the fact that smaller particles are easier to inhale and can be more damaging to health. PM10 refers to dust/particulates that are 10 microns in diameter or smaller.

PM2.5. The federal government has recently added standards for smaller dust particles. PM2.5 refers to dust/particulates that are 2.5 microns in diameter or smaller.

Rare or Endangered Species - A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Redevelopment Tax Increment Financing - Tax increment financing is the main source of revenue used by redevelopment agencies to revitalize redevelopment project areas. The tax increment revenue are the property taxes collected from the growth in assessed value in a redevelopment project area. If no incremental growth in property values occurs, then tax increment is not generated.

Residential, Multiple Family - Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family - A single dwelling unit on a building site.

Revolving Loan Fund (RLF) - This is a pool of capital managed by a government or non-profit agency whose goal is to provide reduced low-cost loans that will create jobs. The only difference between an RLF and a bank is that the RLF usually serves a targeted social goal which is broader than a profit maximizing objective.

Right-of-way - A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Riparian Vegetation - Vegetation commonly occurring adjacent to stream and river banks characterized by dense growth of trees and shrubs such as willows, alders, cottonwood, wax myrtle, big leaf maple, California laurel, red elderberry, etc.

Seismic - Caused by or subject to earthquakes or earth vibrations.

Sensitive Receptors. Uses sensitive to noise such as residential areas, hospitals, convalescent homes and facilities, schools, and other similar land uses.

Shall - That which is obligatory or necessary.

Should - Signifies a directive to be honored if at all feasible.

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Solid Waste - Any unwanted or discarded material that is not a liquid or gas. Includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood, but does not include sewage and hazardous materials.

Special-Status Species. - Plants and animals that are legally protected under the State and Federal Endangered Species Acts (ESAs) or other regulations, and species that are considered by the scientific community to be sufficiently rare to qualify for such listing. Special-status plants and animals are species in the following categories:

- species listed or proposed for listing as threatened or endangered under the Federal ESA (50 CFR 17.12 [listed plants], 50 CFR 17.11 [listed animals], and various notices in the Federal Register [FR] [species proposed for listing]);
- species that are candidates for possible future listing as threatened or endangered under the Federal ESA (61 FR 7596-7613, February 28, 1996);
- species listed or proposed for listing by the State of California as threatened or endangered under the California ESA (14 California Code of Regulations [CCR] 670.5);
- species that meet the definition of rare, threatened, or endangered under CEQA (State CEQA Guidelines Section 15380);
- plants listed as rare or endangered under the California Native Plant Protection Act (California Fish and Game Code Section 1900 et seq.);
- plants considered by the CNPS to be “rare, threatened, or endangered in California” (Lists 1B and 2 in Skinner and Pavlik 1994);
- animal species of special concern to DFG (Remsen 1978 [birds], Williams 1986 [mammals], and Jennings and Hayes 1994 [amphibians and reptiles]); and
- animals fully protected in California (California Fish and Game Code Sections 3511 [birds], 4700 [mammals], and 5050 [reptiles and amphibians]).

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (City or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Station District - The area bounded by Seventh Street, Decoto Road, Alvarado-Niles Road and the Union City/Fremont city limits, and anchored by the BART station and intermodal facility. The core of the district is the PG&E property, the BART property and the Litke property as identified in the Intermodal Station District and Transit Facility Plan.

Streets, Local - A street primary intended to provide access to fronting properties.

Streetscape - The built and natural elements along a road or street. These elements generally include street furniture (i.e., benches), landscaping, water features (i.e., drinking fountains), bus shelters/canopies, kiosks, lighting features, railing/fencing, walls, and litter bins.

Structure - Includes, but is not limited to, any building, road, pipe, flume, conduit, siphon, aqueduct, telephone line, and electrical power transmission and distribution line.

Subdivision - The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed.

Truck Route - A means of access and through movement for large trucks, thereby maintaining the needed circulation opportunities for an economic segment of the community. Truck routes also provide a certain amount of noise and vibration protection to streets not designated as truck routes.

Use - The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the Zoning Ordinance and General Plan land use designations.

Vacant - Lands or buildings that are not actively used for any purpose.

Wetlands and Other Waters of the United States. Wetlands are defined in Section 404 of the Clean Water Act as “areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support (and do support, under normal circumstances) a prevalence of vegetation typically adapted for life in saturated soil conditions” (33 CFR 328.3[b], 40 CFR 230.3). Areas that fit this definition fall under the jurisdiction of the U.S. Army Corps of Engineers. (Corps). To be protected under Section 404 of the Clean Water Act, a wetland must support positive indicators for hydrophytic vegetation, hydric soil, and wetland hydrology. However, agencies other than the Corps may consider an area a wetland if it is lacking one or more of the three parameters set forth by the Corps but provides important wetland functions and values such as wildlife habitat and water quality maintenance.

The term “other waters of the United States” refers to seasonal or perennial water bodies, including lakes, stream channels, drainages, ponds, and other surface water features that exhibit an ordinary high-water mark but lack positive indicators for one or more of the three wetland parameters described above (33 CFR 328.4). These water bodies are often also protected by the Corps or other agencies because of their important ecological function and values.

Zoning - The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

APPENDIX B

HILLSIDE AREA PLAN

Hillside Area Plan

1. Amendment of General Plan pursuant to the approval of Measure B on November 7, 1989:

This part of the land use element sets forth guidelines which specifically address the planning for the hillside area of the City. The hillside area is defined as all land within the City limits lying northeast of Mission Boulevard. This Hillside Area Plan is subject to all provisions of the general plan as well as the specific provisions of this part. In case of any conflict with other provisions of the General Plan, the provisions of this part shall prevail.

A. Goals

1. To establish a density limit for development which is based on a systematic study of all relevant hillside factors, as identified in these goal statements, in relation to all goals for the hillside area contained in this Hillside Area Plan and the balance of the General Plan.
2. To preserve the natural appearance of the hillside area to the maximum extent possible by locating new development in areas not highly visible from other locations within the city.
3. To encourage the continuation of agricultural uses in the short run and also in the longer term to the extent compatible with future development.
4. To preserve the critical natural ecological systems so that plants and animals, including endangered species, can continue to exist in abundance.
5. To protect the vast watershed against erosion and for purposes of groundwater recharge.
6. To identify and preserve as feasible any archaeological, historical and cultural resources.
7. To provide for the safety of new development by preventing construction on geologically unstable ground, in areas subject to flooding and areas of extreme fire hazard.

8. To provide for a continuous flow of open space which will provide vast open areas, places for wildlife and an attendant public trail system.
9. To cluster development in those areas which are visually unobtrusive, do not have steep slopes, can be reached by roads and utilities, and which will result in development which is harmonious with the natural environment.
10. To provide for high quality residential development and other uses necessary to support such development.
11. To allow only development which can be economically serviced by the City in terms of fire, police and other city services.
12. To take into account the need for services not provided by the City including schools, flood control, water supply and sewage treatment.
13. To provide general guidelines and standards for reviewing any development which modify the natural environment, including, but not limited to grading, roads, buildings and landscaping, so as to help ensure that new development is compatible with the natural setting.
14. To require that all development will pay for its fair share of on-site and off-site costs in developing and serving development.
15. To ensure that traffic generated by any development will not overburden streets used to reach the area.
16. To require the preparation of a detailed specific plan prior to any hillside development in areas presently (as of this date July 17, 1989) designated as Agriculture on the General Plan Land Use Diagram 1.

B. Description

The goals set forth in Section A. above are intended to provide an overall framework for the Hillside Area Plan. The Hillside Area Plan will be completed to carry out these goals. As such, it will address all topics included in the goals statements. For instance, it will designate the general locations for areas to be left as open space, areas to be developed and a circulation pattern. Just as the General Plan Land Use Diagram 1 shows land uses for the flatlands which make-up half the city lying southwest of Mission Boulevard, the Hillside Area Plan will show land uses for the half of the city consisting of the hillside areas lying northeast of Mission Boulevard.

The Hillside Area Plan will provide general guidance for the specific plan which will need to be prepared prior to development of the hillside area. A specific plan may be prepared in conjunction with the Hillside Area Plan. Thus, the major policies which will control the specific plan are set forth in the Hillside Area Plan. The specific plan then, as required by the General Plan, will be an implementing tool for carrying out the Hillside Area Plan. The specific plan will not be a part of the general plan, rather it will be, as stipulated by state law, a separate document which can provide for a variety of matters including detailed design, special zoning provisions and provisions for installation and payment for public improvements.

C. Consistency

If this ordinance is approved, the City shall immediately undertake to revise its General Plan to remove any inconsistency which may exist between the goals set forth in "Sections A. and B." above and the existing General Plan text. Such revisions shall be completed in conjunction with the Hillside Area Plan.

2. The following are the hillside area policies adopted by the City Council on July 25, 1995:

Policy 1. Land use policy and agricultural preservation

Existing Agricultural land use designations in the Hillside area shall be changed to designations intended for residential development to the extent that such changes are consistent with the Hillside Area Plan. Areas in which development is not to occur shall be retained with Agricultural designations, or redesignated as Open Space.

Policy 2. Open space preservation

Open space shall be preserved in the Hillside Area by requiring developers to dedicate undeveloped open space areas to a public entity as a condition for project approval, and by encouraging expansion of East Bay Regional Park District lands. Each open space area is intended to serve at least one of the following purposes:

- To provide usable, contiguous portions of flat or moderately sloping grasslands with the potential to serve as active and/or passive recreation areas.
- To preserve riparian corridors, scrublands, woodlands and rock outcroppings that provide significant habitat or that can be improved to provide habitat.
- To preserve cultural resources.

- To preserve corridors or open space blocks that create an inter-connected extension of the existing Dry Creek Pioneer Regional Park or of a new subregional park.
- To create trail corridors and vista points.
- To provide for landslide protection, wildland fire control or other public safety needs.

Policy 3. Open space configuration

All open space areas in the Hillside Area shall meet the criteria of one of the following two categories:

- *Major open space* shall have a minimum size of 200 acres or be substantially contiguous with existing East Bay Regional Park District lands. It shall be contiguous, without "fingers." However, finger-like connections between adjacent major open space areas shall be encouraged, provided the areas connected meet the minimum size criteria above and the fingers meet the criteria of Policy 19 or 32.
- *Minor open space* may be of any size and configuration, provided it is created to achieve at least one of the purposes cited in Policy 2.

No residual open space which does not meet the above requirements shall be allowed.

Policy 4. Open space ownership and maintenance responsibility

Open space in the Hillside Area that remains after development shall be dedicated, donated or in some other manner conveyed to the East Bay Regional Park District or, if necessary, to the City of Union City.

- EBRPD cooperation shall be sought in the design of the area's open space.
- Lands that come under City jurisdiction may be maintained through a special landscaping and lighting district, and there shall be no financial impacts of open space maintenance on existing residents or businesses of the City not including the Hillside Area.
- Open space maintenance through homeowners associations or individual landowners shall be discouraged.

Policy 5. Parkland buffering

A buffer without development shall be maintained in areas adjacent to Dry Creek Pioneer Regional Park and the Hayward portion of Walpert Ridge. The separation between existing open space and development shall rely on distance and existing topography for its effectiveness, with a minimum width of 960 feet measured in plan view.

Policy 6. Housing type

Residential development in the Hillside Area shall consist of 85 percent up-scale housing. The remainder shall consist of very-low-income units, low-income units, and moderate income housing, which shall be scattered throughout the development areas.

Policy 7. Land use above the Seven Hills neighborhood

Undeveloped lands above the Seven Hills neighborhood that are currently designated for residential development are shown in Diagram 3. These lands shall be maintained with their existing residential land use designation, which allows three to six units per acre, but only where development on these lands would not be visible from those portions of Union City outlined in Policy 35. Any development on these lands shall conform to all provisions of the Hillside Combining District. These lands shall be developed with a secondary emergency access separate from Appian Way. Visible portions of these lands shall be redesignated for Agriculture or Open Space.

Diagram 3

Hillside Area Policies

All policies apply in the entire Hillside Area, unless specifically noted in the individual policy.

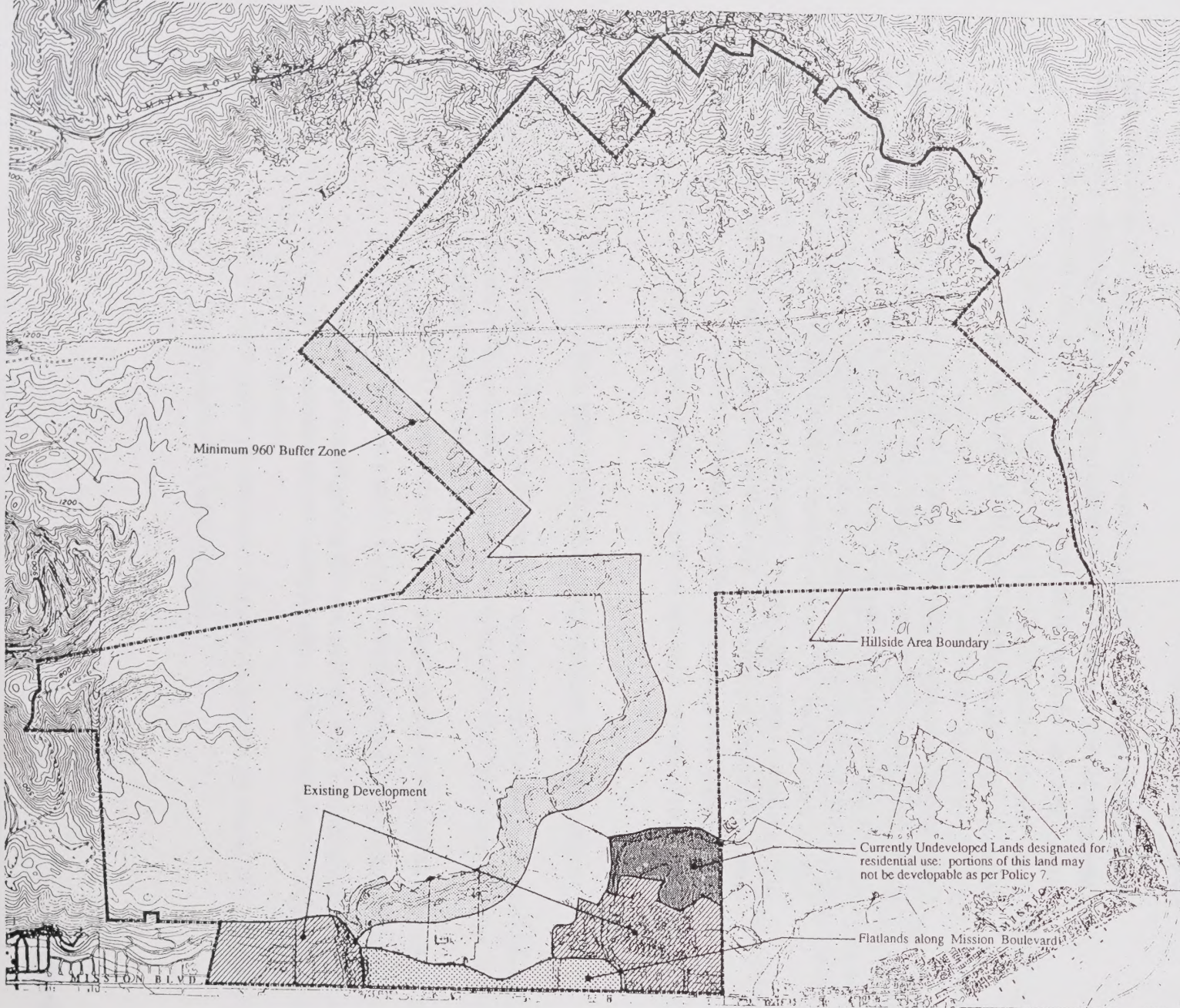


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Policy 8. Development clustering

Development clusters shall be encouraged in the Hillside Area. Development clusters shall be surrounded by major open space, and shall be visually unobtrusive and harmonious with the natural environment.

Policy 9. Land use in flat lands along Mission Boulevard

Undeveloped flat lands in the Hillside Area along Mission Boulevard shall be retained in agricultural or open space use, or shall be used for recreation.

Policy 10. Provision of a community sports facility

The construction of a community sports facility in the Hillside Area along Mission Boulevard shall be encouraged.

Policy 11. Retail development

The Hillside Area shall include whatever retail, commercial and ancillary office development the market requires to support the residences built in the area. A limited amount of small scale destination retail uses may also be included in the area, such as restaurants, provided that they are not visible from developed portions of Union City and respect all policies of the Hillside Area Plan.

Policy 12. Manufacturing, office and research and development facilities

No manufacturing, research and development, or major office facilities shall be constructed in the Hillside Area.

Policy 13. Aggregate resource development and conservation

Although the City has considered the State designation, lands in the Hillside Area designated by the State as regionally significant aggregate resources shall not be mined and shall be treated in accordance with the other policies of the Hillside Area Plan.

Policy 14. Level of police service provision

Police service in the Hillside Area shall be at full urban levels with patrols and response times similar to those for existing developed areas of Union City. A satellite police station

shall be constructed, if warranted. All costs of establishing and maintaining this level of service shall be borne by Hillside Area development.

Policy 15. Level of fire protection provision

Fire and paramedic service in the Hillside Area shall be at full urban levels, with response times similar to those for existing developed areas of Union City, and with the possible provision of fire stations in the area. The Fire Department shall also develop a program of wildfire control measures to limit risks of wildfire in the area, including grass mowing, greenbelts, fire-resistant construction materials, fire-retardant vegetation and special construction regulations. Adequate emergency water supply in the area shall also be provided through a redundant water system, lakes, reservoirs or other water systems. All costs of establishing and maintaining these levels of service shall be borne by Hillside Area development.

Policy 16. Level of sewer and water service provision

Development in the Hillside Area shall rely on connection to the Union Sanitary District and the Alameda County Water District for sewer and water service. The area may also use well water and/or reclaimed water for irrigation of public landscaping to conserve treated drinking water.

Policy 17. Level of public school development

Development in the Hillside Area shall include public schools to at least match the level of educational facilities currently provided in developed portions of Union City. The City shall take precautions to ensure that school facilities are provided in the area in a timely manner.

Policy 18. Parks

Development in the Hillside Area shall include at least one completed neighborhood park, as well as additional neighborhood parks if warranted by the intensity of development. All Union City parks shall conform to the sizes and contain the elements described by City regulations. At least one community park shall be encouraged.

Policy 19. Provision of a public trail system

The Hillside Area shall include a public trail system to be developed on a cooperative basis by the developers, the City, the East Bay Regional Park District, the Bay Ridge Trail Council and other managing agencies. While the trail system will not dictate the form of development, it shall have the following attributes:

- Major trails, including the Bay Area Ridge Trail, along ridgelines or other scenic corridors shall connect Walpert Ridge in Hayward and Dry Creek Pioneer Park with Niles Canyon, and Walpert Ridge with Mission Boulevard and Palomares Canyon Road.
- Minor trails shall connect development areas with major trails with adequate buffering between trails and private development.
- Major trails shall run along ridgelines or other scenic corridors within open space areas.
- Major trails shall not run in transmission line corridors.
- Trail planning shall be an integral part of the planning process.

Policy 20. Provision of vista points

Hillside Area development shall include a network of vista points that afford a view of the Bay Area and the East Bay Hills. Vista points may be accessible by car, foot or both.

Policy 21. Extent to which development will offset the costs of municipal facility construction

Development in the Hillside Area shall provide all municipal facilities that it requires, but shall not be required to pay for those portions of improvements that benefit development outside the Area.

Policy 22. Extent to which development will offset the costs of municipal facility construction and operation

Development in the Hillside Area shall pay for all on-going municipal services that it requires through taxes, assessments, developers' in-kind contributions or other fees. As part of the Specific Plan process, a study shall be required to show that the costs of municipal services required by the development will be offset by the revenues that development generates for a period of time that is acceptable for economic analysis

purposes. The study shall include secondary costs and revenues such as increased City road maintenance on existing City streets and sales taxes paid by new residents.

Policy 23. Extent to which development will provide infrastructure on-site

Development in the Hillside Area shall pay for all necessary on-site infrastructure and provide it in a timely manner so that adequate facilities are available to new residents when they move in.

Policy 24. Extent to which development will provide infrastructure off-site

Development in the Hillside Area shall pay the incremental cost of expansion of off-site infrastructure which is necessitated by the development. All such infrastructure shall be provided so that it is available when new residents move in.

Policy 25. Geotechnical review for proposed development

Any Specific Plan for development proposed in the Hillside Area shall include a "Geotechnical Quality Plan" which identifies hazard zones and proposes specific performance criteria and geotechnical safety measures.

Policy 26. Standards for seismic safety

The "Geotechnical Quality Plan" prepared for Hillside Area development shall include special seismic safety measures for construction, such as the Applied Technology Council (ATC) standards.

Policy 27. Mission/Chabot fault zone

The "Geotechnical Quality Plan" prepared for Hillside Area development shall include a "third-party review" of known data regarding the Mission/Chabot Fault to determine if it is a special seismic hazard, and what, if any, special precautions it requires.

Policy 28. Levels of off-site runoff attenuation

Hillside Area development shall not increase calculated off-site peak flood flows above predevelopment levels unless they can be accommodated safely with improvements to off-site flood control facilities.

Policy 29. Methods of flood, erosion and sedimentation control

Development in the Hillside Area shall rely primarily on naturalistic flood and erosion control facilities and sensitive modifications to the natural environment, including storage within drainage utilities, detention/retention ponds of varying sizes designed to serve as aesthetic or biotic resources, large landscaped areas, biotechnical slope protection and minor changes in stream channels. Major creek reconfigurations and open concrete channels shall be used only as a last resort.

Policy 30. Level of preservation of on-site natural ecological systems

Development areas in the Hillside Area shall generally be limited to annual grasslands. Development may occur in small areas of riparian corridors, rock outcroppings, scrubland and oak woodlands only if absolutely necessary to meet planning or circulation criteria, and only if all impacts in these areas can be mitigated.

Policy 31. Level of protection for sensitive species

Habitat known to be used by any federally- or State-identified endangered or threatened species, or other sensitive species, shall be preserved in the Hillside Area in accordance with the rules and regulations of the U.S. Fish and Wildlife Service and the California Department of Fish and Game. In identifying sensitive habitats, federal and State agencies shall be consulted early in the process.

Policy 32. Habitat corridors

Areas in the Hillside Area that serve as habitat shall be identified in the Specific Plan and shall be connected by undeveloped, natural corridors of a width appropriate to the species in question. These corridors shall not have any trails or facilities that would encourage human intervention in them.

Policy 33. Wetland preservation

Development in the Hillside Area shall avoid impacts to wetland areas including stream beds, ponds and springs as much as possible, and mitigate those impacts which are unavoidable.

Policy 34. Tree preservation requirements

The City's Tree Preservation Ordinance shall be enforced in the Hillside Area, and the City shall discourage the removal of trees as a general policy. An appropriate formula for replacement of trees shall be provided for all trees removed.

Policy 35. Allowable visibility of new development

New development in the Hillside Area shall be limited to areas that are not visible from any residentially developed portion of Union City. Existing development areas are exempt from this policy since they are already generally built-out.

Policy 36. Ridgeline preservation

Hillside Area development may occur on ridgelines if consistent with Policy 35, but development areas must be designed to follow the contours of the ridge.

Policy 37. Allowed grading

Grading for Hillside Area development shall be limited. In most cases, buildings shall have stepped foundations with minimal grading interventions that follow the existing terrain, and the general outline of natural landforms in the area shall be retained under all circumstances.

Policy 38. Level of preservation of the natural appearance of the Hillside Area

Significant natural features in the Hillside Area such as significant rock outcroppings and specimen trees shall be preserved as part of any development. Significant rock outcroppings are areas of rock coverage greater than 2,500 square feet, or where individual rocks are exposed more than four feet above the ground. Specimen trees are trees growing in groups of no more than four, with an individual trunk circumference of 75 inches at four feet height.

Policy 39. Archaeological, historical and other cultural resources

Development occurring on any cultural resource site shall include measures to record the nature and location of the resources and to preserve them in place wherever possible. If absolutely necessary, resources may be relocated to a central location in the area for public education.

Policy 40. Preservation of the Masonic Home's surroundings

No development may occur on the flat lands immediately in front of the Masonic Home, or on the hill slopes behind the home where this development would have an impact on the visual setting of the home itself.

Policy 41. Preservation of the Meyers home and grounds

The City shall actively pursue acquisition of the Meyers home and grounds for preservation and use as a community facility, to the extent that such acquisition could be cooperatively arranged with the property owners.

Policy 42. Provision of adequate public and emergency access

Development in the Hillside Area shall include at least two public access routes, and at least one emergency access route from Palomares Road. Public access routes shall be as widely spaced as possible, and there shall be interconnections between roads to ensure multiple emergency access routes.

Policy 43. Construction of bridges across ravines

Access into the Hillside Area without major bridges is preferred. Construction of bridges across major ravines shall be prohibited.

Policy 44. Level of service to be maintained in the Hillside Area

All arterial and collector roadways in the Hillside Area, and intersections with them, shall be designed to operate at levels of service typical of adequately served urbanized areas.

Policy 45. Level of service to be maintained in Union City or the region with consideration of Hillside Area development

Hillside Area development shall include mitigation measures to contribute to the preservation and enhancement of existing roadway and intersection levels of service in Union City, Fremont and Hayward. Development shall pay for any off-site roadway improvements that are necessitated by the development, and shall also contribute to the construction of new transportation facilities that will provide improved access to the area.

Policy 46. Public transit

Existing City policy that 90 percent of dwellings in residential areas above the density of three units per acre shall be within one-quarter mile of transit shall be applied in the Hillside Area. Transit service shall also be provided to less dense neighborhoods and open space areas if deemed feasible and appropriate by Union City Transit and approved by the City Council.

Policy 47. Urban design measures which would help to reduce vehicular trips and emissions

Development in the Hillside Area shall include pedestrian and bicycle networks to directly connect residential neighborhoods to shops, schools and other public facilities. Design measures to encourage use of public transit shall also be included.

Policy 48. Traffic demand strategies to help reduce vehicular trips and emissions

Programs providing transit and ridesharing coordination shall be applied to the Hillside Area.

Policy 49. Siting and Design for Conservation

All Hillside Area homes should be sited and designed to conserve energy and natural resources through measures such as solar orientation, insulation, energy-efficient appliances, water conserving plumbing and drought-tolerant landscaping.

Policy 50. Application of Policies to Reorganized Areas

The policies of the Hillside Area Plan and the requirement for Specific Plan preparation prior to development shall apply to all lands that are reorganized.

Policy 51. Scope of the Specific Plan

Prior to any development in areas designated Agriculture as of July 17, 1989, a specific plan shall be prepared for the entire Hillside area including Fremont. The Specific Plan shall implement the Hillside Area Plan and shall establish, at a minimum, the precise location of development, agricultural and open space areas, development densities and other standards for land use development, agricultural activities, open space and cultural resource preservation and habitat protection, the location, sizing and timing of all necessary infrastructure and public facility improvements, and a financing program which

assures the installation of capital improvements and provision of ongoing services.

Policy 52. Overall Development Density

The overall residential density for development in the Hillside Area, excluding areas designated residential at the time of the adoption of Measure B, shall be no greater than 3 units per acre in developable areas.

Policy 53. Extent of Development

Development shall be restricted to the identified development areas located between Mission Boulevard and the area known as the Peavine as shown on Diagram 4.



Diagram 4

Potential Development Areas

All area and roadway delineations are preliminary only, and will require further study during Specific Plan formulation.

 Potential Development Areas (Approx 700 acres)
According to data compiled by the landowners and the consultant team, these areas appear to be developable under the Area Plan policies

 Areas for Further Study (Approx 350 acres)
According to data compiled by the landowners, these areas appear to be developable under the Area Plan policies. However, data from the consultant team indicates that one or more factors preclude development, as indicated in the key below:

- VI Visibility: Area is visible from residentially developed portions of Union City
- VE Vegetation: Area is vegetated with scrub, woodland, riparian corridors or rock croppings
- S Slope: Area has slopes of 40% or more

 Fremont Development Areas (Approx 250 acres)
Areas designated for residential development under the City of Fremont General Plan

-  Open Space
-  Agriculture
-  Emergency Access Routes
-  Access Routes



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APPENDIX C

INTERMODAL STATION DISTRICT and TRANSIT FACILITY PLAN

This appendix includes:

**Chapter 4, Preferred Alternative;
Chapter 5, Intermodal Transit Facility Plan; and
Chapter 6, Design Recommendations**

*from the Intermodal Station District
and Transit Facility Plan.*

*A complete copy of the Plan is available at the City of Union City,
Community Development Department
(510) 675-5319*

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4 preferred alternative

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the preferred station district concept

Based upon the Planning Commission presentation and subsequent public testimony, the “Greenways” alternative emerged as the preferred concept for further development. A revised version of “Greenways” that reflects these comments was ultimately approved by the City Council as the basis for final design development.

The new plan added office and retail uses to the BART site, created a Railroad Avenue link on the PG&E site, moved housing away from the eastern side of the BART station to flank the community parcel, and located one transit parking garage on the east side and one on the west side of the BART station.

A modified “double-loop” option for the Intermodal Transit Facility was selected as the most conducive to meeting transit and development goals. The mix of land uses and development intensities for the Station District creates an attractive and exciting place to live, work, and play. It will have a distinctive identity and easily accessible facilities connected to existing neighborhoods. Moreover, it will be a district that is based on walkability and transit access, where people can ride transit to and from work, walk to the corner grocery, and relax and play in a neighborhood park.

LAND USE

Office and retail uses are located adjacent to the BART station, the east plaza, and along Eleventh Street and Decoto Road. Residential neighborhoods flank the community facility parcel and face the existing residential development, (the Verandas) along Union Square.

TRANSIT FACILITY

A “double loop” bus facility is placed in a transit plaza linking the BART station to Union Square. A pedestrian underpass and a new east entrance connects to a passenger rail station on the former Southern Pacific tracks.

OPEN SPACE CONCEPT

A central east-west community spine organizes the District’s public open spaces, including a transit plaza in front of BART, and an east plaza merging into a community commons on Eleventh Street. New pedestrian and bicycle greenways along the rail lines, the canal, and throughout the District provide linkages to existing greenways.

BLOCK PATTERN/CIRCULATION

Eleventh Street is a landscaped boulevard that will serve as the primary access for the eastern portion of the District. Secondary east-west streets provide access to adjacent parcels and pedestrian alleys provide mid-block access. The loop road discussed above provides access to BART, parking garages, and the new development parcels for the western portion of the District on BART property.

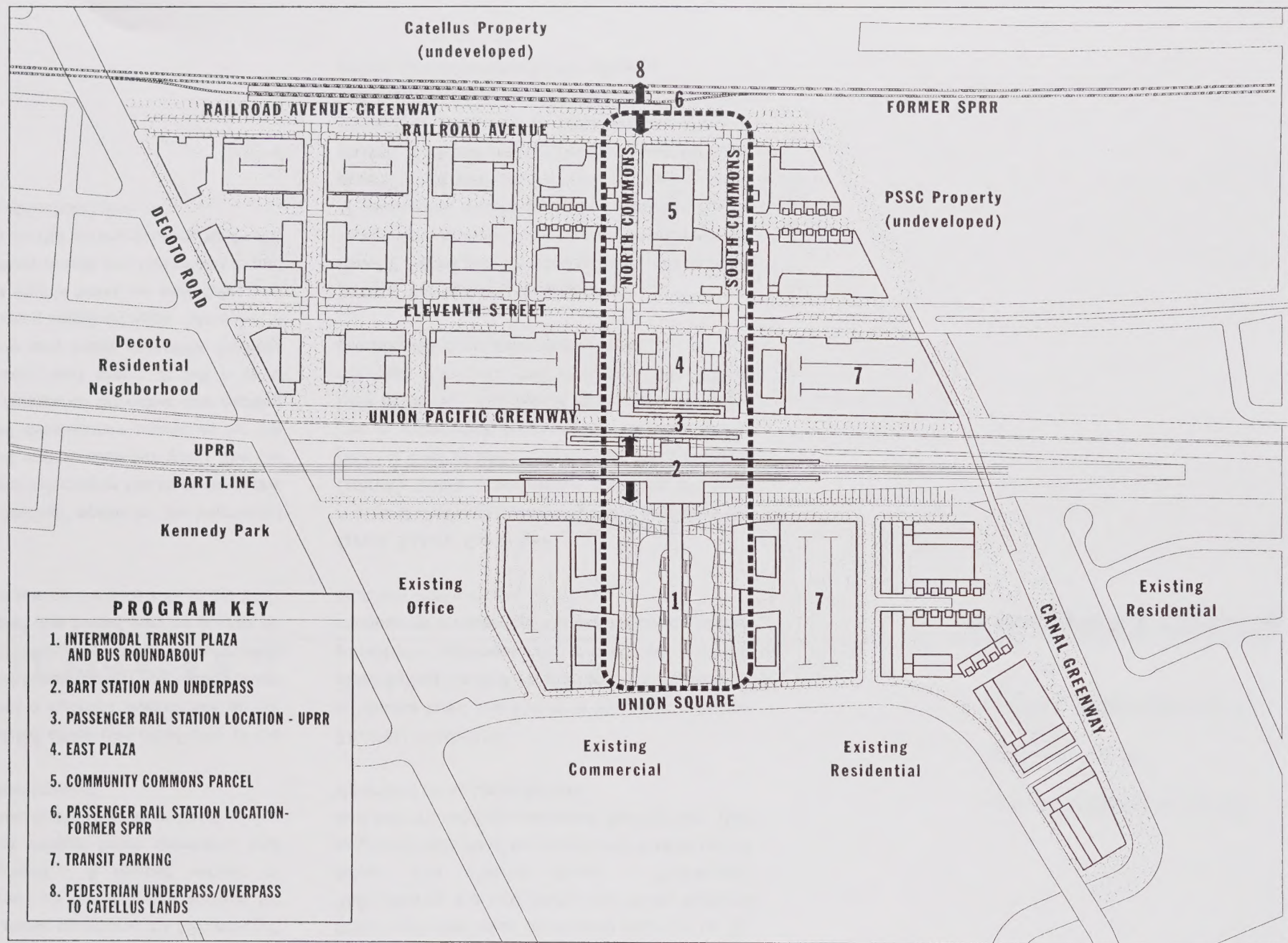


figure 4-1
Preferred Station District Concept Plan

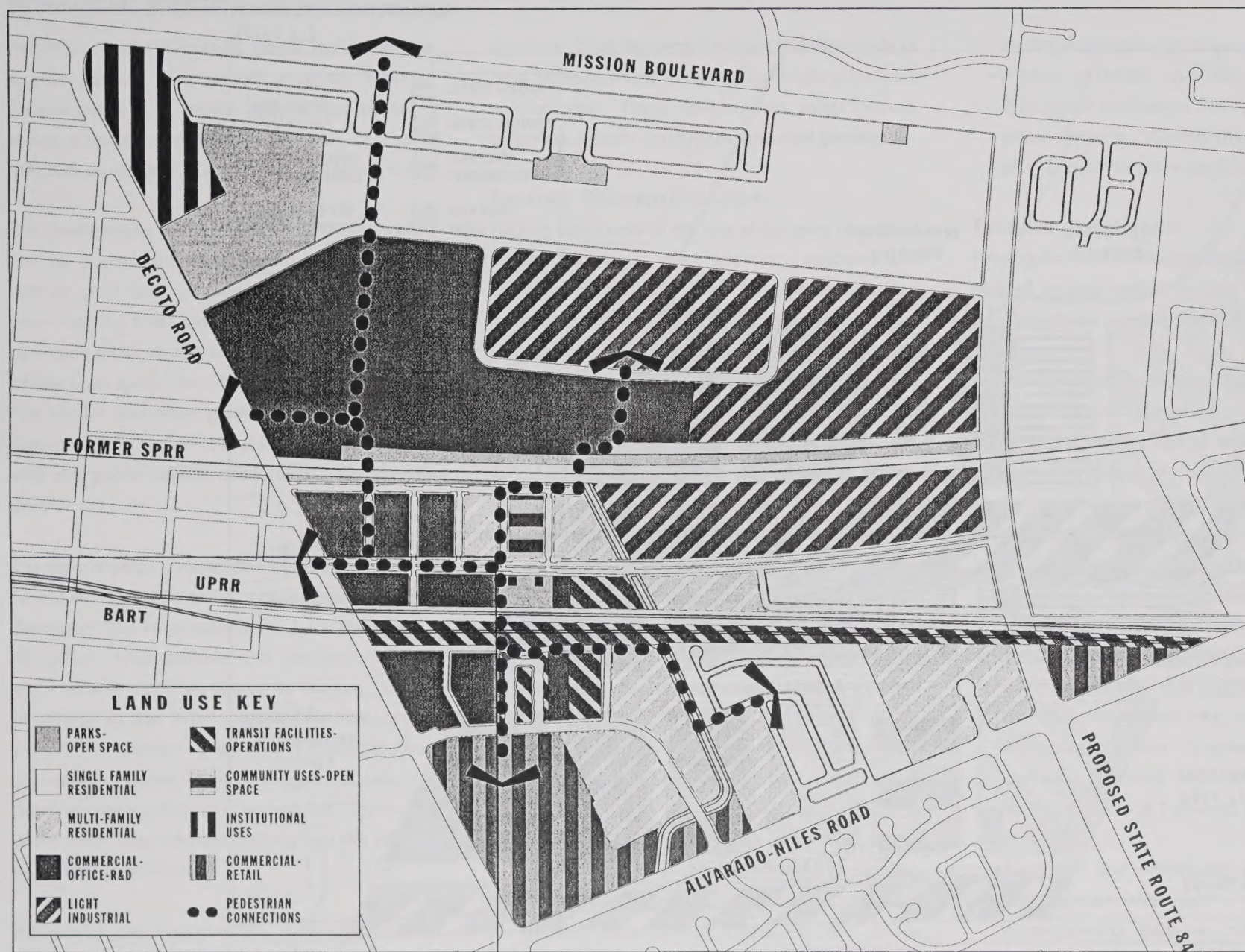


figure 4-2
Land Use Context and Neighborhood Connections

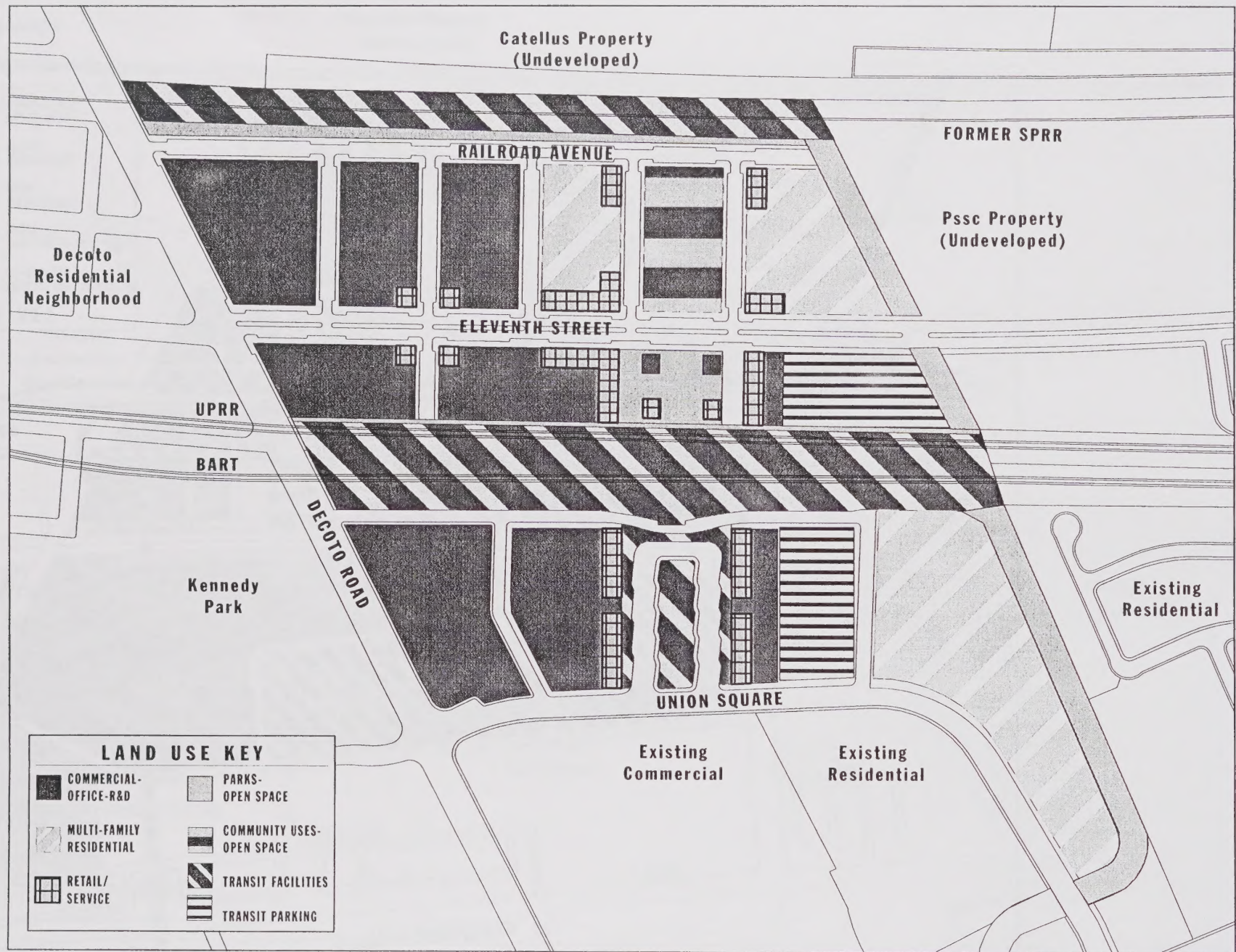


figure 4-3
Intermodal Station District Land Use Plan

development program

In addition to the Intermodal Transit Facility and the transit parking, the overall program includes approximately 1.12 million square feet of office space, a minimum of 469 housing units, and up to 100,000 square feet of neighborhood-serving retail.

The development program includes 75,000 square feet for a new community facility, 40,000 square feet for child care and social services in the core area near the BART station, and almost 3 acres of new open space on site, with an additional 1.5 acres of new open space immediately adjacent to the site. Fire service and other public safety needs for the station district should be planned in conjunction with the public service needs of the surrounding areas.

The plan requires a minimum floor-area ratio of 1.0 for the office uses on any parcel, with an overall site floor-area ratio requirement of 2.0 for the District. All office developments are recommended to participate in a parking district for the site. Projects developed in the initial phases are proposed to provide a master plan that indicates how subsequent phases will be developed to meet the required average floor-area ratio of 2.0. The master plans would also address parking and the phasing of parking structures.

Residential developments are programmed at a minimum density of 50 dwelling units per acre although the General Plan allows for higher

densities. Each residential project should include at least 36 square feet of usable open space for each unit on site. These open spaces might include balconies, interior courtyards, and roof gardens.

PARKING RECOMMENDATIONS

Parking requirements are one of the most important factors affecting the long-term success and character of the Station District. Sufficient parking must be provided to make development functional and economically feasible, but current parking requirements are not conducive to the creation of a compact, pedestrian- and transit-oriented District as outlined in the project vision. Therefore, the following parking requirements for the Station District are recommended:

- Establish of an independent parking district to regulate the parking supply and pricing for the redevelopment area. The parking district shall set parking pricing policies, define parking cash-out programs, provide parking enforcement and oversee a project area transportation demand management program.
- Provide a transportation demand management program for the project area that includes such elements as parking pricing, rideshare programs, parking cash-out programs, transit incentives, shared-over-time parking, car/vanpool preferential parking, spillover parking management strategies, and on-site employee services (childcare, dry cleaning, banking, etc.). The parking district shall oversee

the implementation of these strategies.

- Provide metered on-street parallel parking throughout the Station District as shown on the street sections. Restrict this parking to short-term parking to serve neighborhood retail.

PARKING STANDARDS

Parking for the project area should be provided in a phased strategy where surface lots are converted into structured parking facilities as development occurs.

- For commercial use, the long-term goal of the District is an off-street parking ratio of 2.3 cars per 1000 square feet of development. During the initial stages of development, parking may be provided in off-site parking structures or interim surface lots at ratios currently specified in the Union City Zoning Ordinance. Parking should be linked to implementation of the transportation demand management program. Developers will be expected to create a master development plan that outlines how reductions can be achieved over time.
- For residential uses, .5 covered spaces on site per unit bedroom will be provided, with a minimum ratio of 1 covered space per dwelling unit.
- For retail and community uses, no off-street parking is required. Shared parking arrangements between the transit parking garages and/or the parking district garages should be created.

build-out as shown in the preferred plan for the station district - net acres

PG&E Site (29.84 acres gross):	699,400 sq. ft. of office and research and development 204 housing units (minimum)
BART Site (14.23 acres gross):	489,600 sq. ft. of office and research and development
Litke Properties Site (6 acres gross):	265 housing units (minimum)

build-out for key surrounding properties (based on general plan update in gross acres)

Catellus Site (24 acres gross):	546,000 sq. ft. of office and research and development
Air Liquide Site (7.4 acres gross):	157,958 sq. ft. of office and research and development
PSSC Site (60 acres gross):	400,000 sq. ft. of office/industrial 128 single family homes 138 town houses 232 multi-family homes
Union Square Office Properties	
Atul Tandon Property (.45 acres gross):	24,000 sq. ft. of office
Union Square Offices (2.9 acres gross):	156,816 sq. ft. of office

table 4-1
Project Build-Out

street and roadway improvements

NEW STREETS AND ROADWAYS

- New streets and improvements to existing streets and roadways in the project area are shown in figure 4-4 and outlined in this section.
- A new intermodal loop road west of the BART station will provide an important connection to Decoto Road. The road is currently designed for one-way circulation serving kiss-and-ride vehicles (those picking up or dropping off transit patrons) and vehicles exiting development on the north side of the intermodal transit plaza. Vehicles accessing parking areas south of the intermodal transit plaza will be directed to exit via Union Square and not cross in front of the BART station.
- The project includes three proposed greenways, located adjacent to Railroad Avenue, on the canal frontage to the south side of the project site, and parallel to the Union Pacific railroad tracks. The Union Pacific greenway will provide an off-street bicycle path east of the Union Pacific tracks that are located adjacent to BART. The greenway should minimize bicycle and pedestrian conflicts with vehicle traffic around the BART Station. At the greenway's intersection with Decoto Road, bicyclists should be directed to the safety of the signalized intersections at Eleventh Street and at the intermodal loop road west of the BART station.
- Service areas for the buildings in the redevelopment area (PG&E property) should be located on the side streets to minimize conflicts.

IMPROVEMENTS TO EXISTING STREETS & ROADWAYS

- Designated dual left-turn lanes with two through lanes should be installed for all approaches at the Alvarado-Niles Road/Decoto Road intersection. The additional turn lanes will provide circulation benefits to local travel with additional through lanes to benefit traffic traveling through Union City.
- The Alvarado-Niles Road/Decoto Road intersection is currently a constraint in the transportation system within Union City. Analysis indicates that this intersection will continue to be congested during the AM and PM peak hours through the 2015 horizon year studied in the Caltrans Route 84 Realignment Project Traffic Operations Report, (Source: Table 4 and 5).
- Traffic signals should be installed at the Eleventh Street/Decoto Road and Railroad Avenue/Decoto Road intersections. Eleventh Street provides primary access to development east of the BART station and provides a direct connection between Decoto Road and the State Route 84 Historic Parkway alignment. Railroad Avenue provides an excellent multi-modal benefit, allowing bicyclists to easily access the Railroad Avenue corridor and planned north-south bicycle circulation. Additionally, the Railroad Avenue traffic signal provides a secondary access point to the development site. Railroad Avenue currently provides no auto access into the Decoto neighborhood.

- Traffic signals should be installed on Eleventh Street as indicated on the street improvements map (figure 4-4) to provide multiple crossing opportunities for pedestrians.
- All new signalized intersections on Decoto Road should be interconnected to the existing Decoto Road signal system to allow for optimal timing.
- Access to Union Square by way of Alvarado-Niles Road should be encouraged in order to ease traffic on Decoto Road.

PEDESTRIAN AND BICYCLE IMPROVEMENTS

- The project provides a multi-use trail along the Railroad Avenue alignment through the project site. North of Decoto Road, a bicycle boulevard along Railroad Avenue should be provided through the City, connecting the numerous planned bike routes, lanes, and paths.
- Pedestrian circulation should be the dominant design consideration. A pedestrian environment should be established on both the east and west side of the BART plaza. The design should minimize conflicts between pedestrians, vehicles, and bicycles.
- Bicycle detectors should be located at the signalized intersections to improve bicycle circulation.
- The existing mid-block pedestrian connection at Union Square, between the Intermodal Facility and the Marketplace commercial center, should be enhanced and improved to promote pedestrian access and safety.

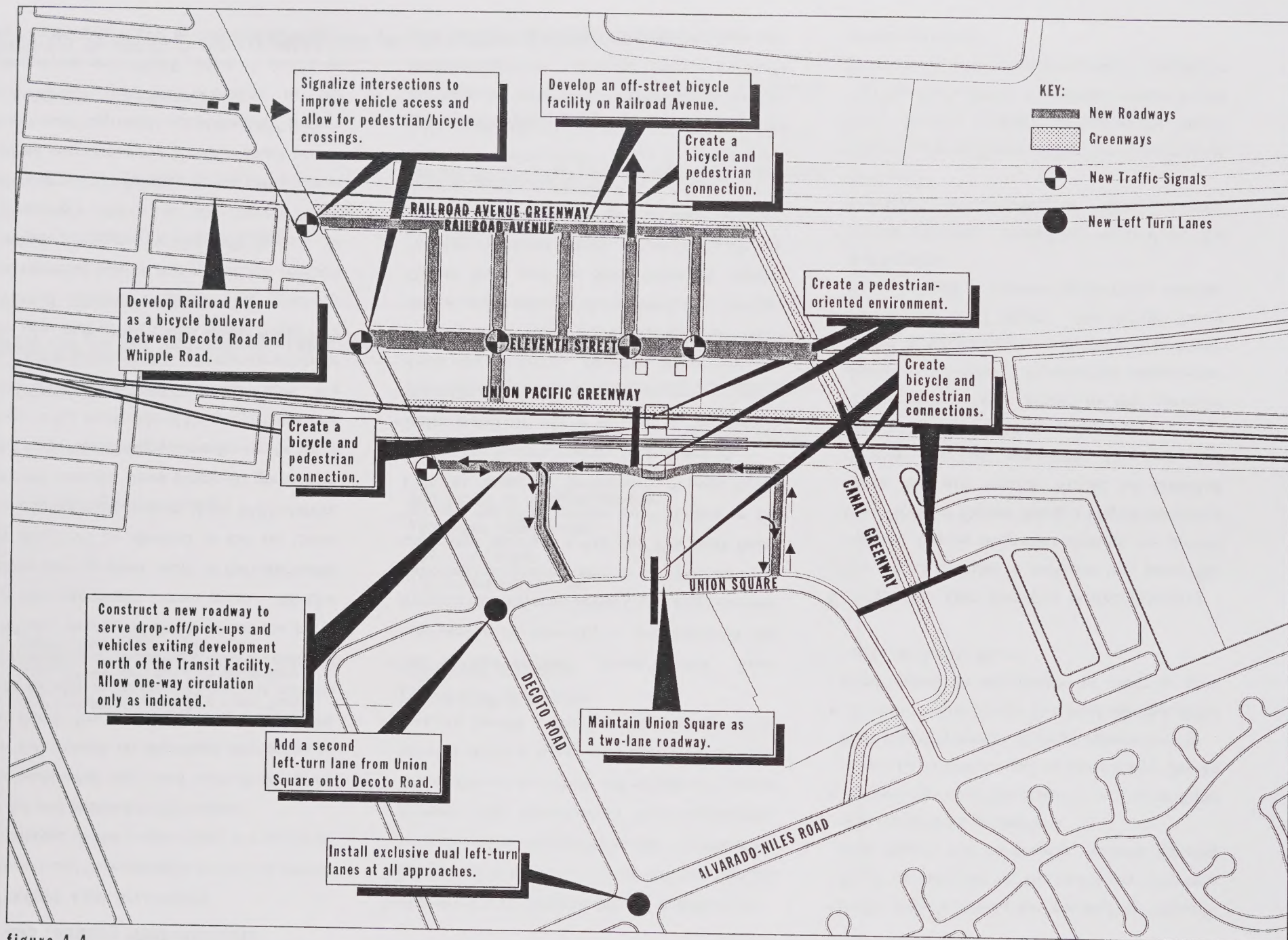


figure 4-4
Recommendations - Street and Roadway Improvements

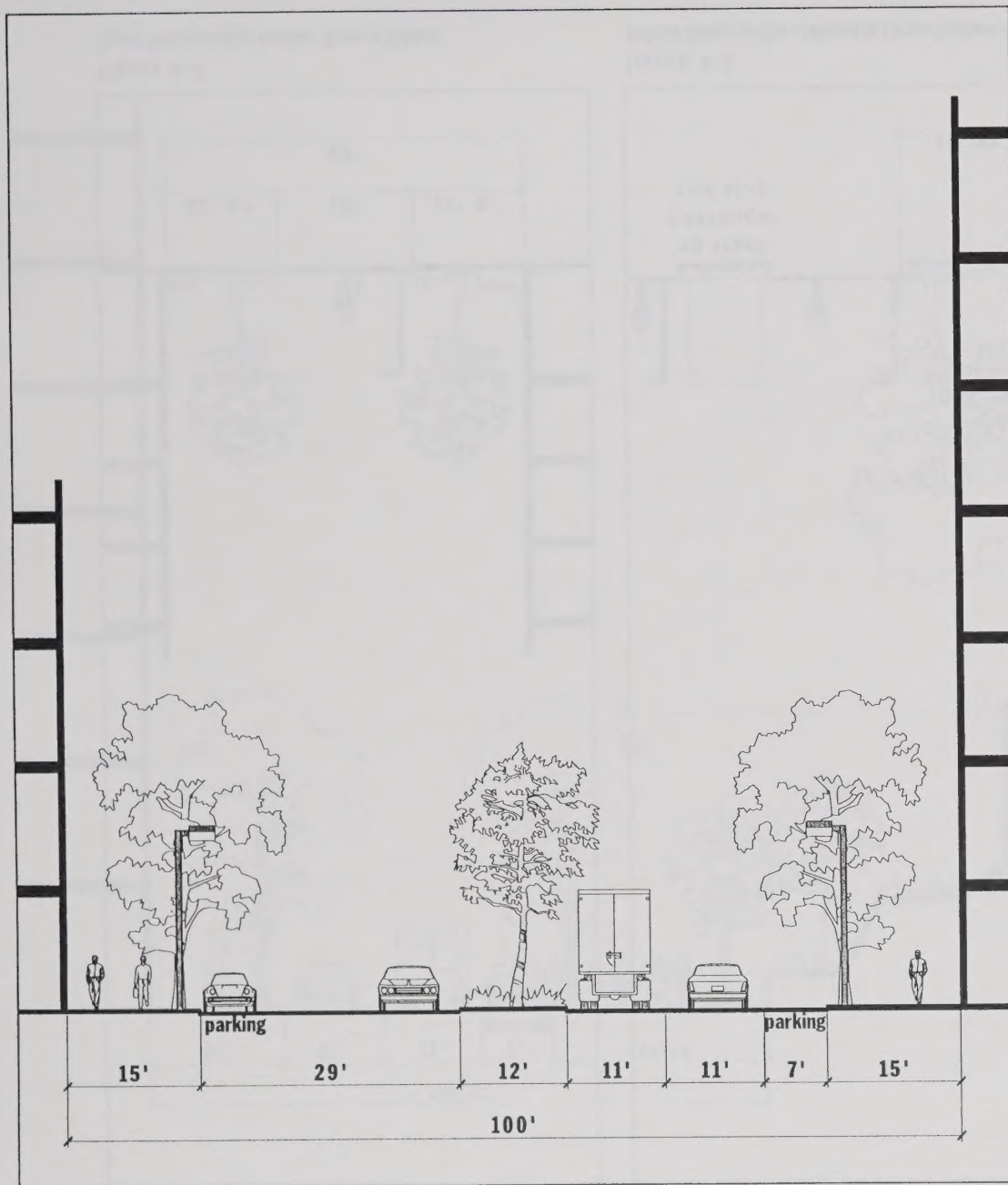


figure 4-5
Eleventh Street Section - Main Boulevard East of the BART Station

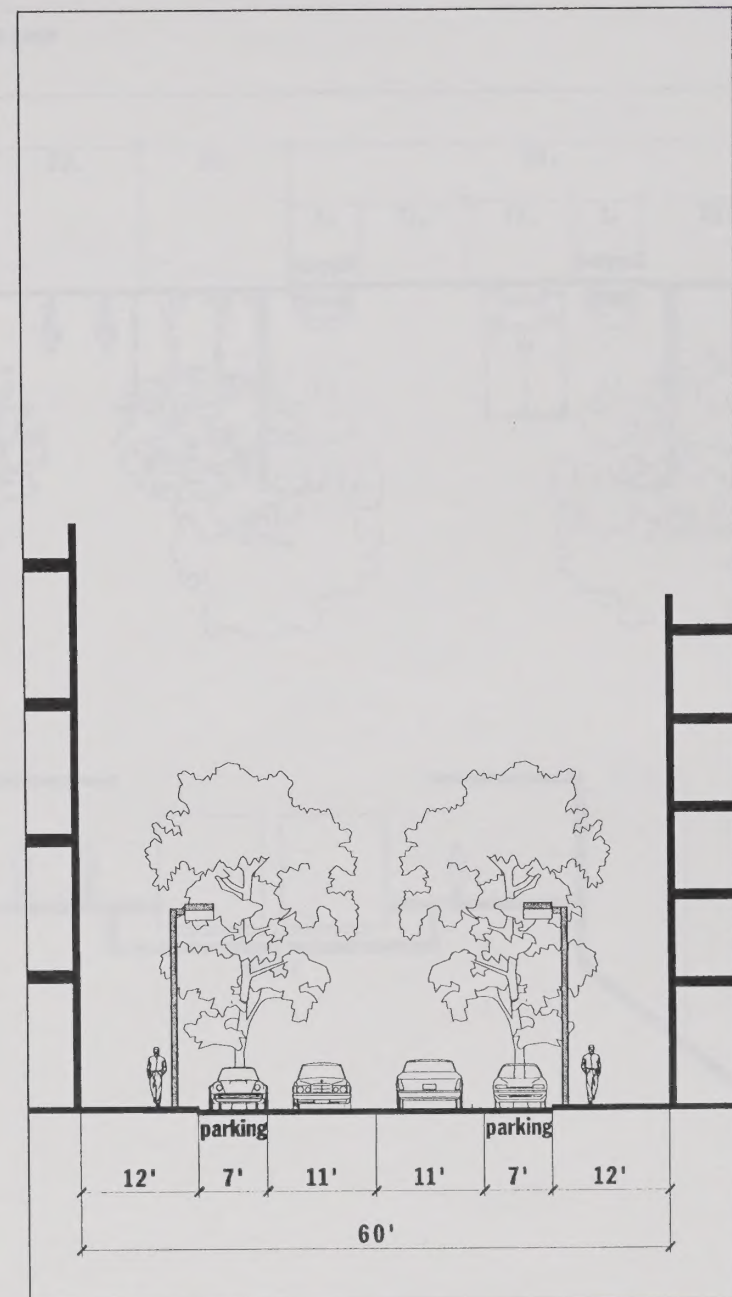


figure 4-6
East-West Street Section - Secondary Streets

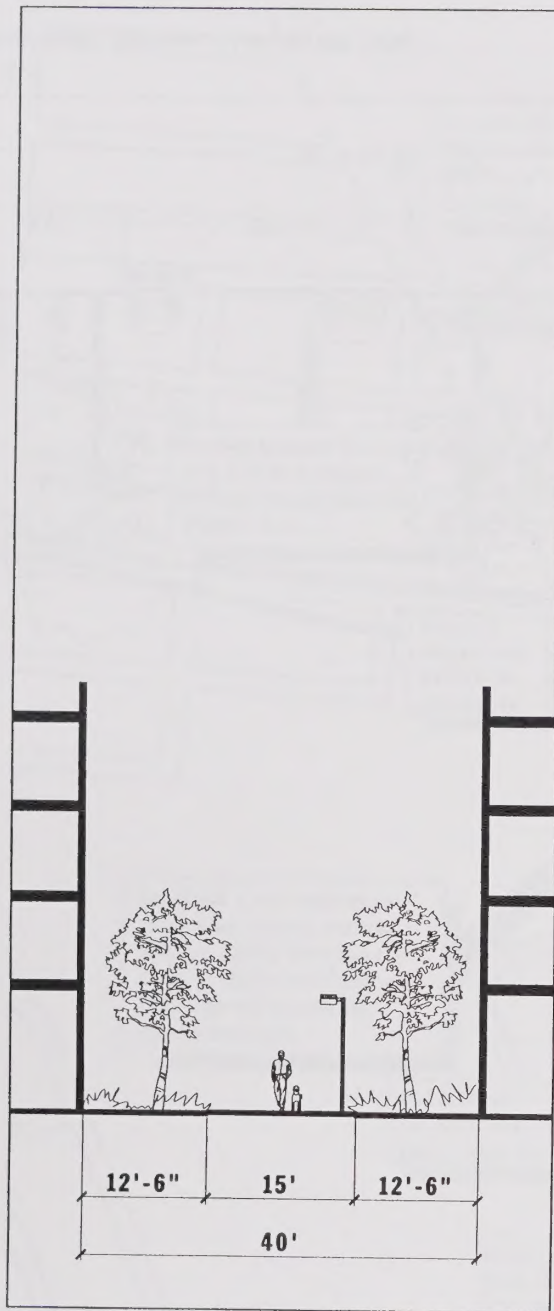


figure 4-7
Typical Pedestrian Alley Section - Between Buildings

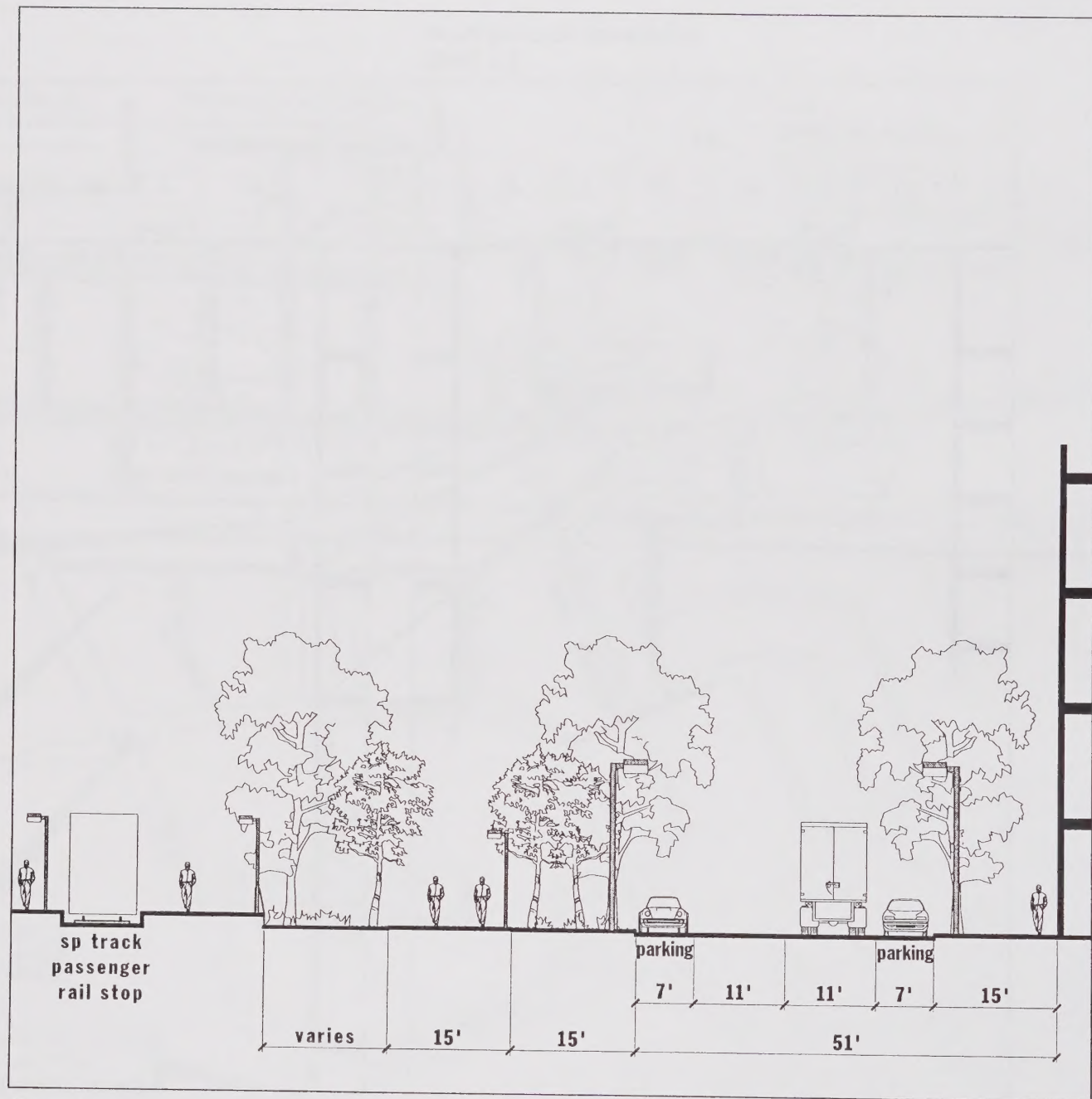


figure 4-8
Railroad Avenue Section - Adjacent to Former Southern Pacific Tracks

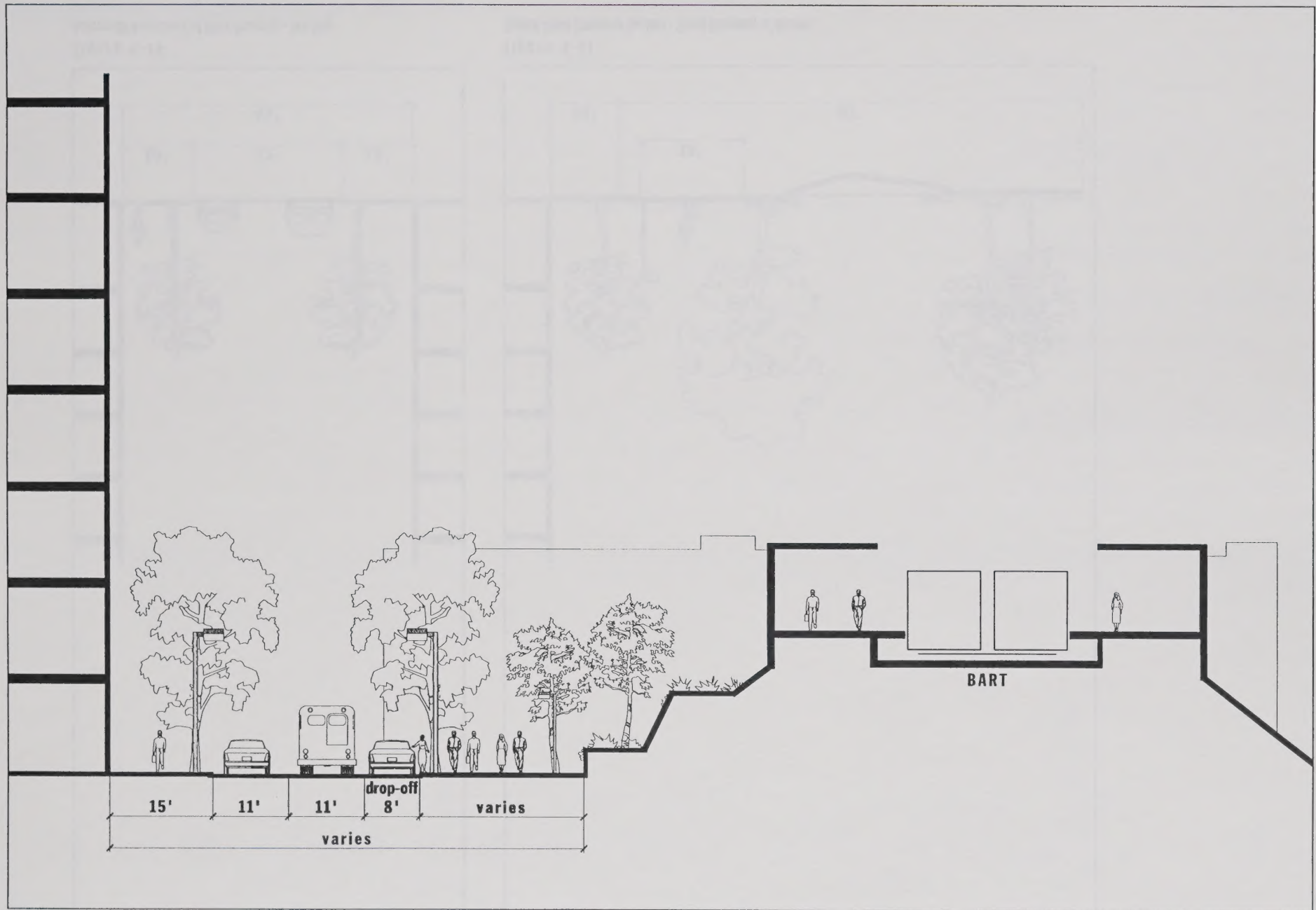


figure 4-9
Intermodal Loop Road Section - West Side of BART Station

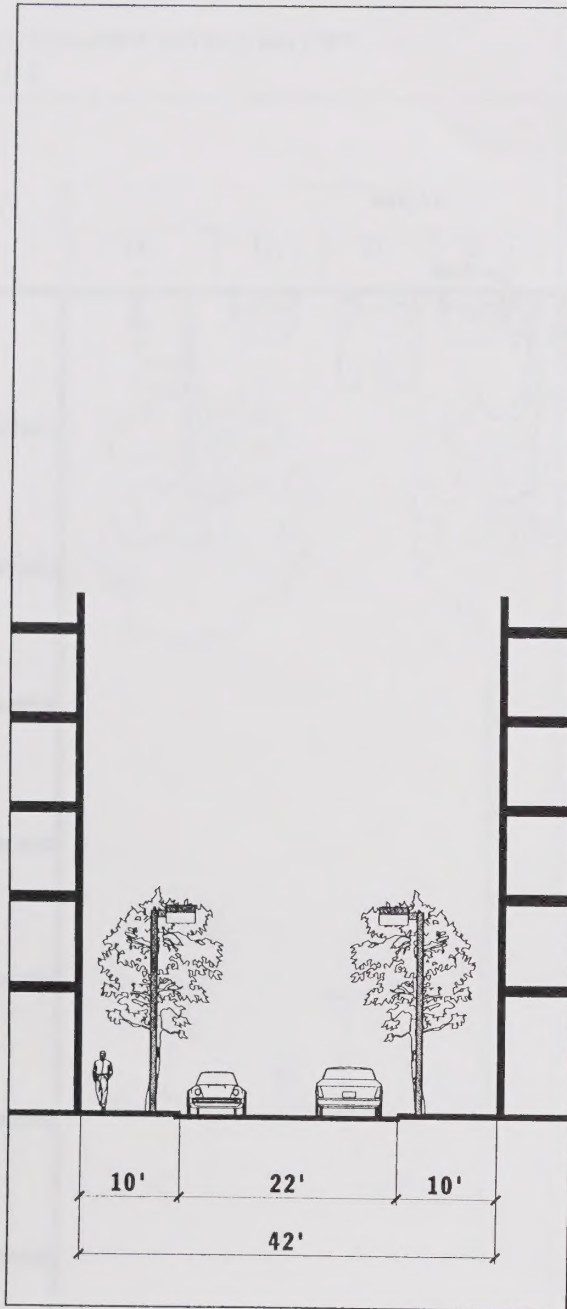


figure 4-10
Intermodal Loop Road at Litke Property - Two Way

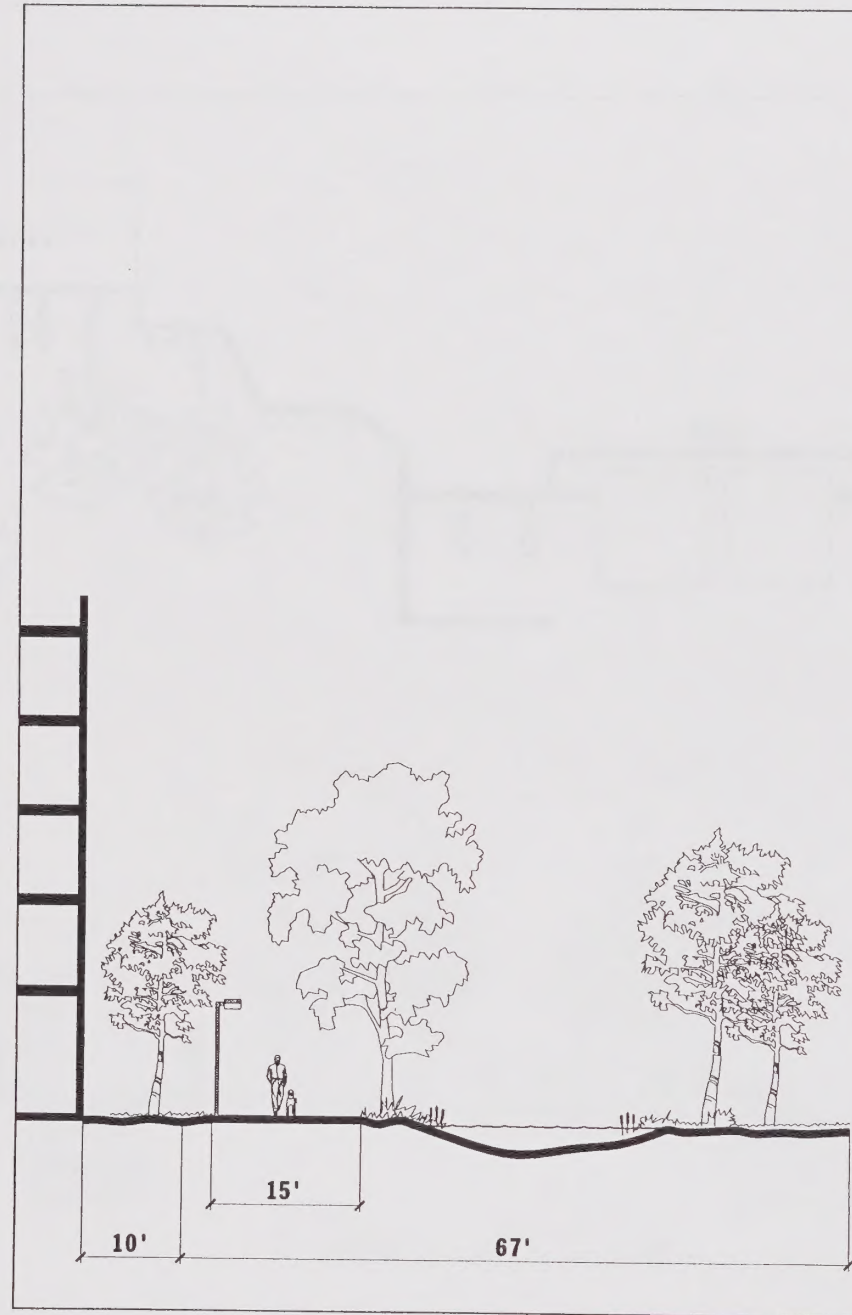


figure 4-11
Typical Canal Greenway Section - South Boundary of District

5 intermodal transit facility plan

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intermodal transit facility concept

As reflected in the preferred Station District concept outlined in Chapter 4, the BART station functions as the centerpiece within the east-west pedestrian spine that runs from Union Square to the former Southern Pacific Railroad (SPRR) line, and potentially through the Catellus property beyond. Organized within the spine are various transit facilities, including the bus roundabout, passenger rail stations, and the BART station.

The facility design process required the integration of competing objectives. Goals such as the compactness of the station (to achieve convenient transfers between modes of transit and to maximize land use for office and housing) and generosity of transit-related space (to allow for current needs and adequate expansion) needed to be balanced.

- Key issues in the design of the Intermodal Transit Facility included:
- Intermodal connectivity and efficient transfers (rail to rail, bus to rail, bus to bus)
 - Current and future capacity
 - User experience, including safety, comfort and amenities
 - Location relative to the Station District
 - Operations and access for transit providers
 - Sufficient transit commuter parking
 - Joint development potential
 - Phasing
 - Existing and future context
 - Architectural/urban qualities, which create an elegant and distinctive landmark facility as the centerpiece of the District.

As outlined in Chapter 3 of this report, three distinct facility design concepts were explored: the “String”, the “Combo” and the “Loop”. Transit agency input and public comment led to the adoption of a “Double Loop” concept as the preferred alternative.

In this alternative the bus facility becomes a grand transit plaza that acts as the forecourt for the west side of the BART station. All bus operations are highly visible and conveniently arrayed to make intermodal transfers as straightforward as possible. One of the key features of this alternative is a grand linear canopy that provides a covered walkway between Union Square and the front door of the BART station. This canopy orients transit riders and provides a strong pedestrian connection between BART and Union Square. The canopy presents great

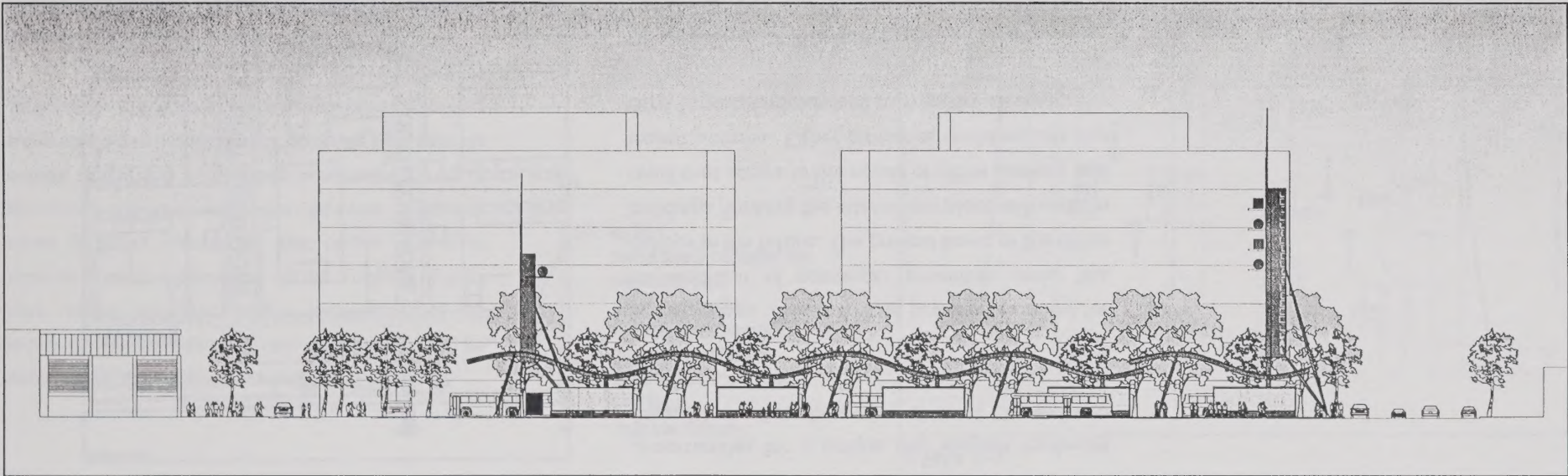


figure 5-1
Intermodal Transit Facility Concept Elevation

40 chapter 5 intermodal transit facility

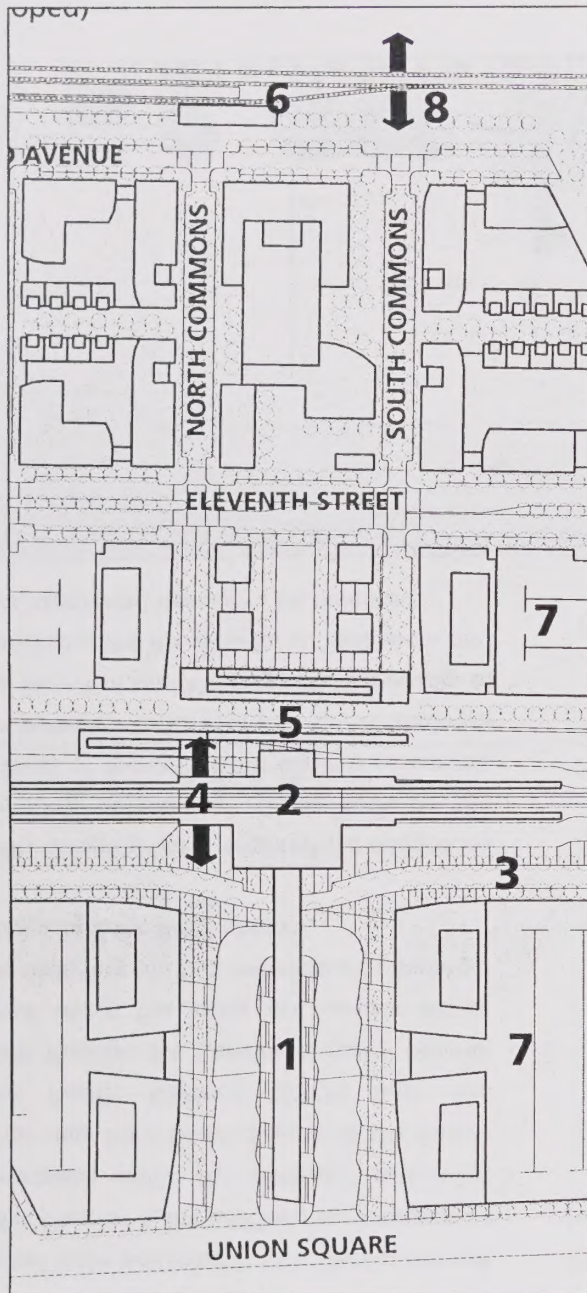


figure 5-2
Intermodal Transit Facility Concept Plan

opportunities for a unique and elegant landmark design that will be the symbol of Union City well into the 21st Century.

Infrastructure utilities will be provided to allow for the addition of passenger amenities under the canopy in the future. The ground floors of the office buildings flanking the intermodal plaza will contain retail that caters to the needs of office workers and transit patrons. Other amenities could include day care, fitness, and services such as dry cleaning.

Directly east of the BART station is a possible passenger rail platform location on the Union Pacific Railroad (UPRR) line. Another possible location for passenger rail in the former Souther Pacific Railroad (SPRR) line on the east side of the District. All of these transit facilities are connected by wide pedestrian walkways, including a pedestrian underpass under the BART and UPRR tracks, and a grade-separated pedestrain connection to the Catellus site at the SPRR tracks.

KEY

1. Intermodal Transit Plaza and Bus Roundabout
2. Enhanced Existing BART Station
3. Intermodal Loop Road
4. Pedestrian Underpass
5. Passenger Rail Station Location (UPRR)
6. Passenger Rail Station Location (former SPRR)
7. Transit Commuter Parking Facilities
8. Grade Separated Pedestrain Connection to Catellus Property

intermodal transit plaza and bus roundabout

The future Intermodal Transit Facility is designed to maximize the efficiency of bus operations by providing a dedicated busway separated from automobile circulation. In the preferred alternative – the “Double Loop” – buses circulate in opposite directions and stop at a center island or at perimeter bus bays. AC Transit, Union City Transit and the Dumbarton Express will have access to 19 bus bays, including bays for four 60-foot articulated coaches and two 50-foot coaches. The center island incorporates a continuous linear canopy connecting Union Square to the BART station, while the side aisle bus bays have more traditional individual bus shelters. In both the center island and the side aisles, transit patrons will have access to seating and transit information. When crossing vehicle travel lanes, pedestrians will need to be directed to specific crosswalks to minimize conflicts between buses, other vehicles, and pedestrians.

To enhance the transit user experience, a canopy of trees and other plantings are provided to create an overall sense of a landscaped environment. All of the transit operators will share rest room and break room facilities located in the center island to provide casual supervision of the Facility. Public rest rooms are also highly recommended for inclusion in the Facility at a location to be determined during the final design phases.

KEY

- (1-19). Bus Bays
- 1. Central Canopy and Waiting Area
- 2. Side Waiting Areas
- 3. 2-Way Bus Drive Aisle
- 4. Raised Pedestrian Crossings
- 5. Intermodal Loop Road
- 6. BART Station
- 7. BART Plaza
- 8. Pedestrian Underpass

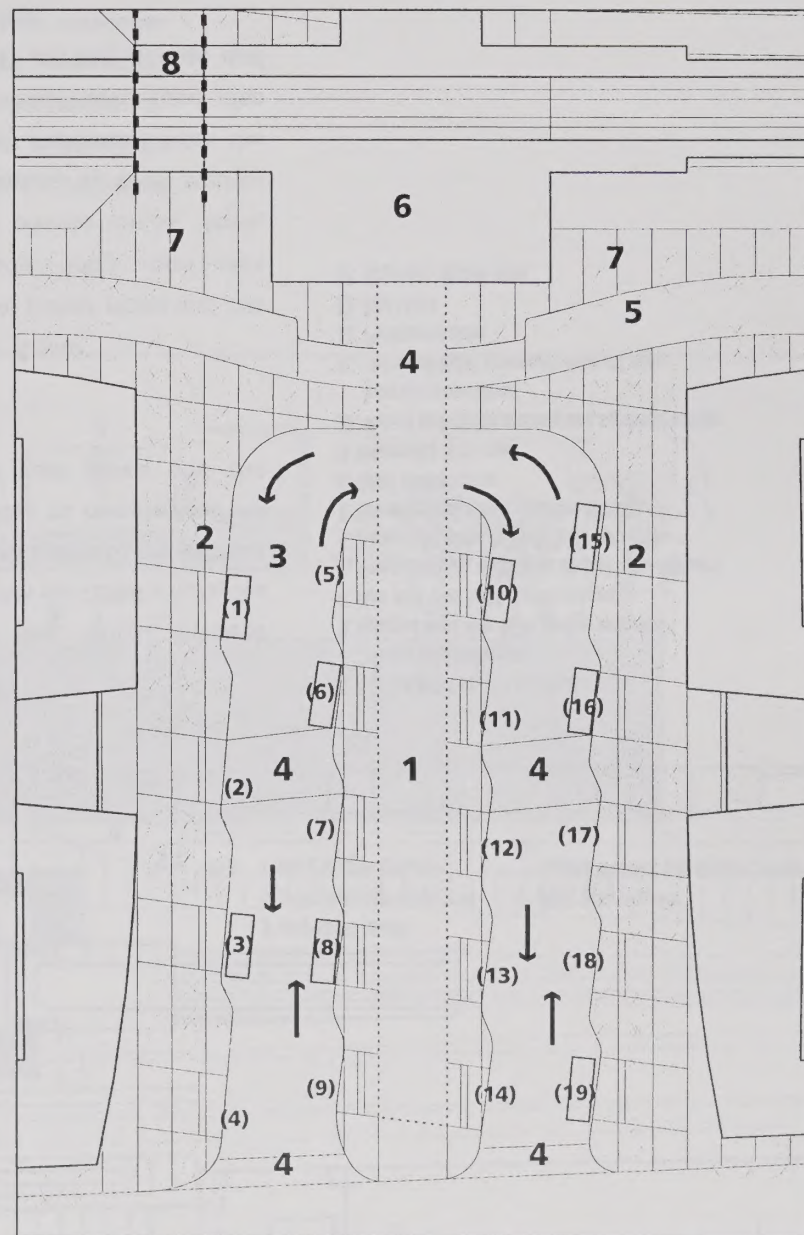


figure 5-3
Intermodal Transit Plaza and Bus Roundabout

BART station enhancements

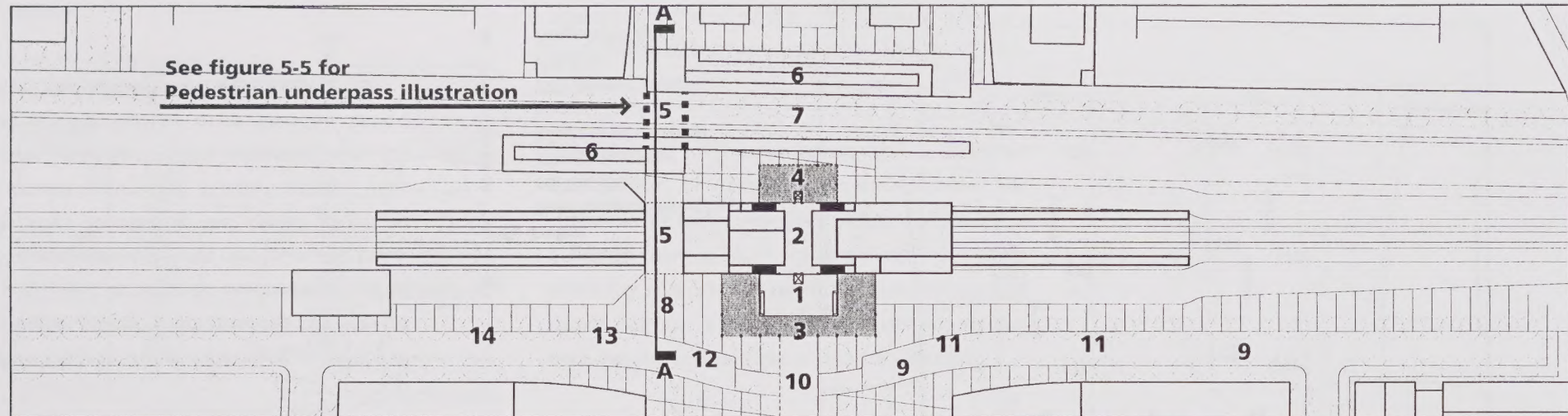


figure 5-4 BART Station Enhancements
BART Station and Plaza with the New Intermodal Loop Road and Pedestrian Underpass

The Transit Facility goals and objectives developed by the Intermodal Action Team were used as a starting point for the BART station enhancements shown in the conceptual design plan. Recommendations outlined in the drawings and text are advisory and will be subject to change as part of BART's future station-specific design plans. The Intermodal Action Team recommended the following enhancements:

BART STATION

The station entrance should be expanded to provide a more generous area for passenger entry, egress and ticketing. An additional station entrance on the east side was recommended to address the future development on the PG&E site and regional

expansion to the South Bay, which includes passenger rail service on either the UPRR tracks, the SPRR tracks or both. Improvements to the existing BART plaza are recommended to complement the development of the new east plaza and the intermodal transit plaza.

THE INTERMODAL LOOP ROAD

In addition to the intermodal transit plaza and bus roundabout, an intermodal loop road was incorporated to provide private autos, taxis, paratransit, and shuttles access to the BART station, while providing a necessary separation from the bus operations. The intermodal loop road also provides access to the BART parking garage and parking for the adjacent offices.

KEY

1. Existing BART station entrance
2. Existing paid underpass
3. Enlarged west side BART station entrance
4. New east side BART station entrance
5. New pedestrian underpass: 25-foot wide minimum
6. Ramps and stairs to pedestrian underpass
7. Passenger rail station location (UPRR)
8. BART station plaza
9. Intermodal loop road
10. Raised pedestrian crossing and overhead canopy from bus roundabout
11. "Kiss-and-Ride" passenger drop-off zone
12. Paratransit zone
13. Taxi stand
14. Employee shuttle zone

Pedestrian Underpass at BART

An accessible pedestrian underpass to link the two sides of the BART tracks is not only recommended, it is also considered a Phase I priority. The location of the underpass to the north is required, due to the existing BART infrastructure, and was sited to prevent costly construction or the interruption of transit services. The underpass would also cross

beneath the UPRR tracks and any future passenger rail platforms on this track. An additional recommendation is to explore the opportunities for joint development (such as a coffee or sandwich shop) at the ends of the pedestrian link, to enhance the sense of security.

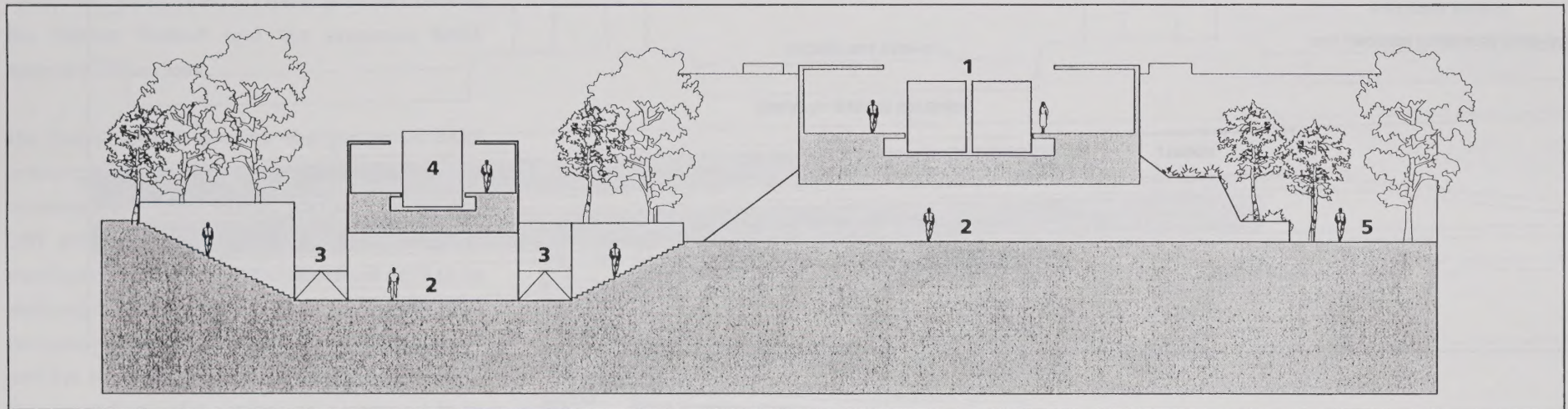


figure 5-5 Pedestrian Underpass
Section through the new BART/Union Pacific Pedestrian Underpass

KEY 1. BART Station Platform 4. UPRR/Passenger Rail Station Location
2. New Pedestrian Underpass 5. BART Station Plaza
3. Pedestrian Ramps

passenger rail stations

PASSENGER RAIL IMPROVEMENTS

The transit infrastructure for the passenger rail stations was evaluated for both current and future demand. While the ultimate program for either location (SPRR or UPRR) is for two 1000-foot platforms, in the short term 600-foot platforms will suffice. Passenger facilities including ticketing, waiting areas, rest rooms, and operator facilities were among the required features of any rail station, regardless of location. In order to provide convenient access for transit patrons, each

passenger rail station will require a drop-off area and a minimum of two dedicated bus bays.

PEDESTRIAN CONNECTION AT FORMER SPRR LINE

A grade-separated pedestrian connection is also proposed for the former SPRR tracks to provide access between the Intermodal Transit Facility and the office, research and development, and industrial uses east of this line. At this time no specific location for the pedestrian connection has been determined.

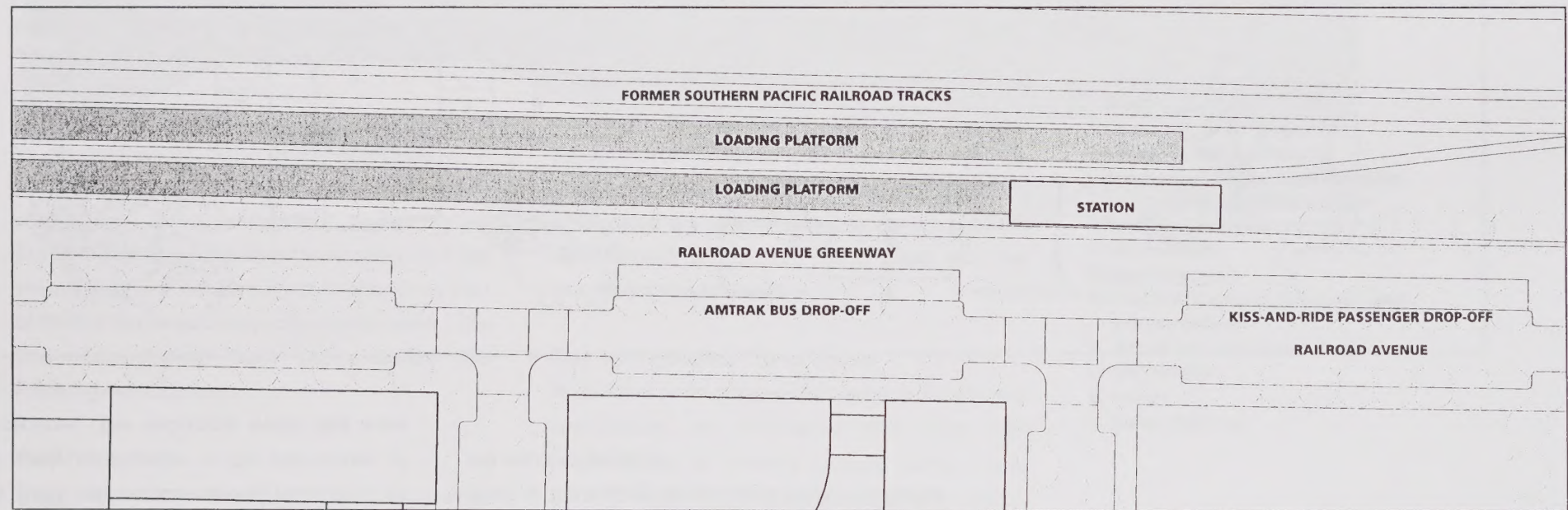


figure 5-6 Passenger Rail Station

Possible Layout for Passenger Rail Station on the Former Southern Pacific Right of Way Location

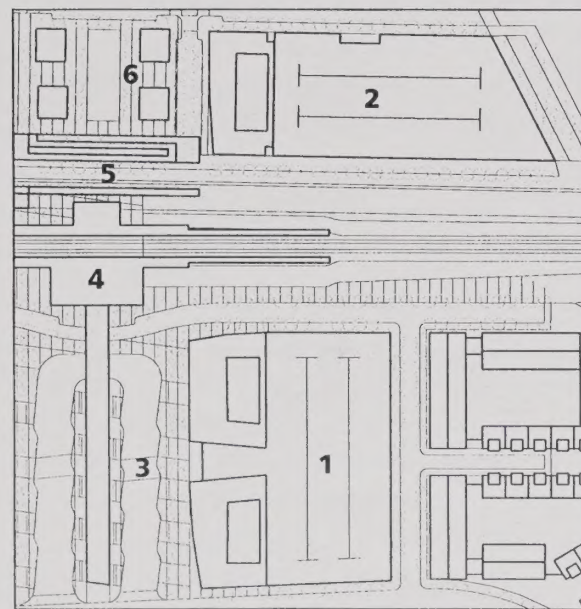
transit commuter parking facilities

The amount of parking to provide for transit commuters was discussed in depth by the Intermodal Action Team. The plan assumes that almost all of the existing surface parking on the BART property will be accommodated in structured parking on site (shown below as Garage A). A new parking garage on the east side of the BART tracks is sized to handle the increased demand that will result from the addition of transit providers serving the Station District and the proposed BART extension to San Jose.

The Station District plan for the garage on BART property reflects a seven-story structure to accommodate 1,150 transit parking spaces and 200 office parking spaces. As the concept is developed, architectural alternatives will need to be explored to minimize the mass of the garage. One recommendation is to provide two underground and five above ground parking levels. Alternatively, the upper floors of a seven level garage could be stepped back in order to create the appearance of a less massive building.

With the redevelopment of the PG&E parcel for commercial space and housing, the BART station will serve both sides of the site. The potential expansion of BART to San Jose will also generate new commute patterns. Placing the garages on opposite sides of the BART tracks helps to disperse

parking throughout the district. Garage B, shown on the PG&E site, is designed to connect to 11th Street. Traffic could then feed into the proposed State Route 84 south of the site. This garage contains 1,350 transit parking spaces and is conceived to have one below-grade and five above-grade parking levels.



- KEY**
- 1. Transit/Office Parking Garage A
 - 2. Transit Parking Garage B
 - 3. Intermodal Transit Plaza
 - 4. BART Station
 - 5. Passenger Rail Station - UPRR
 - 6. East Plaza

figure 5-7 Transit Parking Garages

UNIONCITY

6 design recommendations

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design recommendations overview

INTRODUCTION

The purpose of the Design Recommendations is to define the form and character that new development must take in order to achieve the vision as outlined in the Goals and Objectives section of this report. In summary, these goals and objectives call for the creation of a vital, livable, pedestrian- and transit-oriented district and an attractive, inviting, and efficient Intermodal Transit Facility. The expanded project team of citizens, City representatives, transit agencies, and planners believes good design creates value and that the new Station District and Intermodal Facility should be of the highest quality.



figure 6-1
Existing BART Station and Parking Lot Looking North (2001).

SCOPE

The design recommendations shape the building and urban design elements that have the greatest impact on the overall character of the district. This chapter provides sections on each of the following elements:

• The Public Realm:

- Public Spaces and Infrastructure
 - Open Spaces and Community Facilities
 - The Intermodal Transit Facility
- Streets and Roadways

• Buildings and Structures:

- Office Development
 - Residential Development
 - Retail Development
- Parking Structures

In addition, a brief outline of recommended topics on sustainability is included at the end of this section.

ORGANIZATION

Each element begins with a statement of design principles, which outlines the fundamental assumptions behind the design recommendations. Following the principles is a description of the district character, which outlines the overall properties necessary to create a cohesive well-designed Station District and Intermodal Transit Facility. These properties are further defined in a section called the General Design Recommendations, which apply to that element throughout the District. Lastly, Specific Design Recommendations are proposed, which apply to unique conditions that require further elaboration and definition. In cases where the Specific Design Recommendations exclude or contradict the General Design Recommendations, the Specific Design Recommendations shall apply.



figure 6-2
Existing PG&E Storage Yard East of the BART Station (2001).



figure 6-3

The public space and infrastructure will create the public identity and focus of the Station District. They should share an integrated design language and be of the highest quality.

introduction

SCOPE

The public spaces and infrastructure of the Station District, together with the streets and roadways, form the backbone for development. The public spaces and infrastructure include the Intermodal Transit Facility, the east plaza, and the community commons parcel. For clarity, the general and specific design recommendations for the Intermodal Transit Facility are listed separately from the design recommendations for other public spaces.

URBAN DESIGN PRINCIPLES FOR PUBLIC SPACES AND INFRASTRUCTURE

Public spaces and infrastructure:

- provide identity and focus for the District and for Union City;
- are the arenas for civic and community life in the District;
- reflect the pride and care that the citizens of Union City have for their community;
- promote public interaction and vitality;
- promote and enhance transit use;
- are accessible to all persons according to state and federal requirements;
- are flexible in design to allow for future changes in use; and
- are designed for the safety and security of children in the development of outdoor play areas in the District.

DISTRICT CHARACTER

- The public spaces and infrastructure are a series of structures and linked elements that share a common design language that is unique to the Station District and identifies them as public facilities.
- The public spaces and infrastructure, in particular the Intermodal Transit Facility, should be a landmark and focal point for Union City, the transit providers, and the District.
- The design of the public spaces and infrastructure should be modern.
- The public spaces and infrastructure should be surrounded by private development and passenger amenities to promote their use by Union City residents, Station District inhabitants, and transit users.
- While recognizing that safety and security concerns will need to be addressed, sound walls and security fences should not be used to isolate or impede pedestrian access to development or create a “gated community” effect in the Station District.

MAINTENANCE

- Provide a high level of maintenance to keep public property, streets, and landscaping clean and in prime condition in the Intermodal Facility and throughout the Station District.

general design recommendations for open spaces and community facilities

Character

The open spaces and community facilities in the Station District should be:

- safe, inviting, and comfortable;
- designed to take advantage of the climate and character of the environment;
- coordinated to make use of design elements that connect the east and west sides of the BART berm;
- a harmonious and easily identifiable public space for the Station District;
- durable and attractive in construction; and
- practical and easy to maintain.

Landscape Elements

Landscape elements should include:

- extensive use of attractive trees, plantings, and ground cover appropriate to the climate of Union City;
- species native to the region or certified to be non-invasive;
- low-maintenance and drought tolerant plants that require less water and limited chemical applications;
- bio-swales, porous paving, cisterns and other natural rainwater retention systems; and
- unpaved areas and porous paving to absorb rainwater, thus saving on storm water drainage costs and reducing the volume of pollutants entering the bay via run-off.

Street Furniture and Lighting

Public space amenities, such as lamp posts, trash cans, and benches should:

- be distinctive and consistent in design throughout the Station District; and
- contribute to the overall quality and character of the public spaces.

Public space lighting should be:

- scaled to the size and purpose of the public spaces;
- limited to the amount necessary for safety and function, without excessive harshness or glare; and
- directed down to illuminate streets and sidewalks without obscuring the nighttime sky.

Public Art

A district-wide public art program should:

- be integrated into the public spaces and infrastructure elements; and
- emphasize quality, originality, and community participation.

Signage

- A distinctive signage system incorporating the Union City and District logos should be created.



figure 6-4

Safe and inviting open spaces that take advantage of Union City's climate and culture will be critical to the District's success.

PUBLIC SPACES AND INFRASTRUCTURE

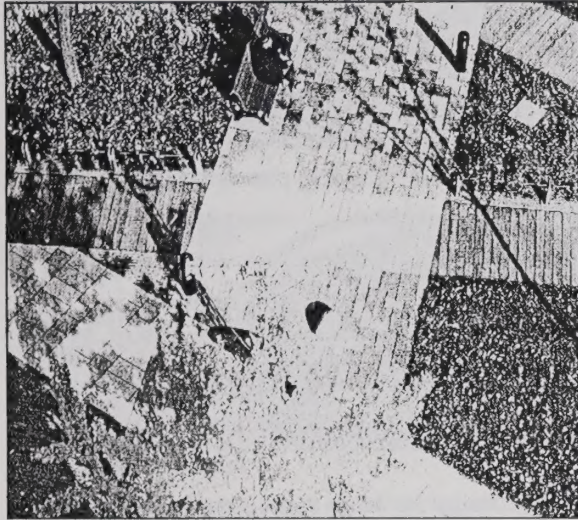


figure 6-5
Quality materials and engaging design are essential to the creation of a successful plaza.



figure 6-6
A well-shaded pedestrian walkway with retail on one side and an actively programmed plaza

specific design recommendations for open spaces and community facilities

EAST PLAZA

Character

The east plaza should be:

- the town square for the emerging station district;
- modern in design;
- of the highest quality in material and execution;
- integrated with the design of other elements of the public realm, especially the station underpass and the Intermodal Transit Facility.

Circulation

The plaza should:

- provide generous circulation zones for pedestrian traffic to the pedestrian underpass connecting the east plaza to the BART station and the intermodal transit plaza;
- maintain clear visual links between Eleventh Street, the east plaza, and the underpass; and
- have a design character that unifies it with the circulation zones.

Amenities

The east plaza should:

- provide ample room for programmed activities, such as farmers markets, rallies, and public performances. The city should work with the community to determine specific program elements and characteristics for the plaza;
- use shade trees generously throughout the plaza to provide protection from sun and heat;
- make use of a number of different tree species to provide character and interest;
- incorporate other design elements, such as water features, public art, pavilions, and retail kiosks;
- feature elements that enhance the overall character and design of the plaza as an open space and promote orderly activity and use of the plaza. The inclusion of retail kiosks should not detract from the retail uses in the adjacent properties. When the specific plaza program is determined, the City should draft performance-based, project specific guidelines to shepherd the development of the space; and
- provide clear signage, including route maps and timetables for the Intermodal Transit Facility.

Retail/Commercial Frontage on Edges

- Ground-floor retail and pedestrian entrances to commercial uses should be incorporated into development that faces the plaza edges to help generate pedestrian activity and to provide services for commuters who pass through the area.

COMMUNITY COMMONS

Character

The community commons should:

- have a distinctive architectural character that sets it apart from private development in the Station District;
- Designed to integrate with the design of other elements of the public realm, especially the east plaza and the passenger rail station;
- Together with the east plaza, be the center of civic life in the Station District; and
- The City should work with the community to determine specific program elements and characteristics for the community commons parcel.

Open Space to Building Standard

- Approximately 1/3 of the community commons parcel should be devoted to open space and the remainder to a community facility.

Indoor/Outdoor Quality

- Wherever feasible the community facility should have a strong indoor/outdoor relationship. Generous entrances and facades that are visually transparent should be created.
- The design of the building(s) and open space should be formally and functionally integrated.
- A generous covered entry or semi-covered courtyard in the community facility should be included.
- The open space portion of the parcel should be visually open to the surrounding parcels and flexibly programmed to allow for different outdoor activities and events.

Landscaping

- Extensive landscaping should be included in the commons. For further information, please see the General Design Recommendations.

Parking

- No parking is permitted on the commons. Parking requirements for community commons programs and the community facility should be incorporated with other parking requirements in the Station District on a shared basis.

Street Walls and Sidewalks

- The sidewalk design should be integrated into the open space concept for the community commons parcel.
- Sidewalks along the community commons should be 15 feet wide and separated from the curb to permit a double row of trees.
- Blank walls should be decorative or designed with integrated art work or murals.

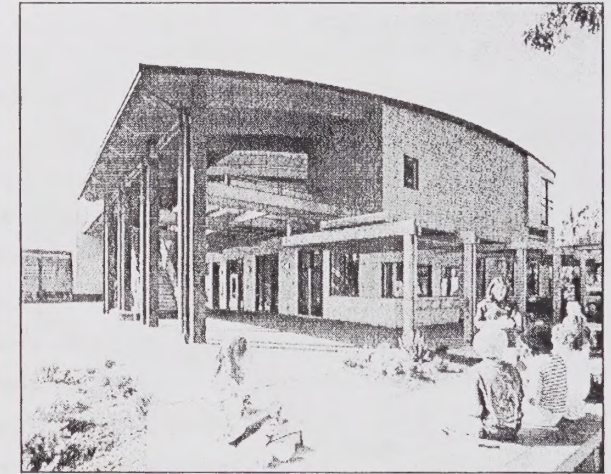


figure 6-7

Example of the indoor/outdoor qualities for the community facility.

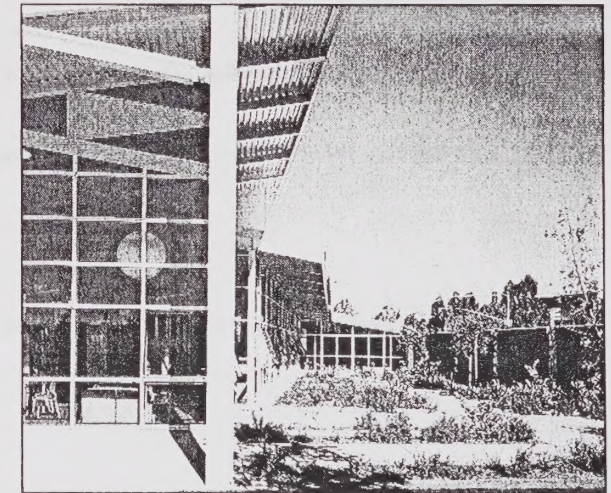


figure 6-8

Example of a landscaped courtyard in a community facility.



figure 6-9
Union Station in Los Angeles is an example of a landmark transit facility at the center of a new development district.

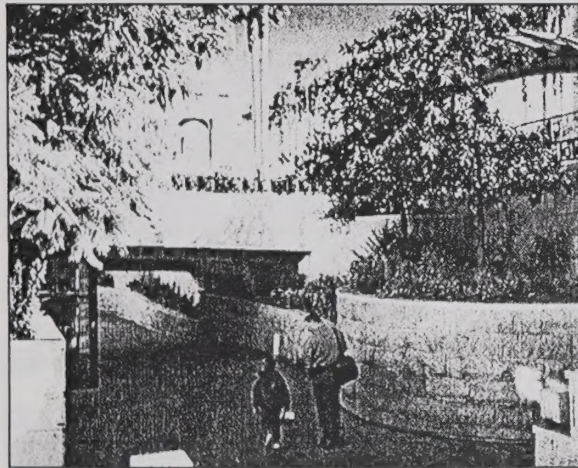


figure 6-10
In Los Angeles, the new transit facility is integrated with public access to provide direct and safe connections between its different elements.

general design recommendations for the intermodal transit facility

The following design recommendations set the framework of the passenger experience and complement the specific design, engineering, and operational standards and criteria of BART and other transit providers.

Elements

The Intermodal Transit Facility consists of a series of coordinated and integrated elements that serve a number of different transit agencies. For the purpose of clarity the elements of the facility are defined as follows:

- The BART station and plaza
- The bus roundabout and intermodal plaza
- The intermodal access road
- The pedestrian underpass
- The passenger rail facility
- The parking facilities

Character

- The Intermodal Transit Facility should be a landmark for Union City and the cornerstone of the continuing development of Union City. It should be a significant structure of the highest architectural quality, modern and inviting to pedestrians and commuters. Fundamental to the success of the facility is its safety and ease of use for the providers and patrons, combined with its operational efficiency. The following guidelines represent the preferred design recommendations for the creation of the Intermodal Transit Facility. A truly successful facility will only result from the committed action of the City and the transit agencies in combination with great architecture and engineering.

Accessibility

- The facility must be accessible to all persons according to state and federal accessibility requirements.
- The facility should provide safe and convenient access for pedestrians, bicycles, autos, and transit vehicles.

Operational and Design Criteria

- The design of each element of the Intermodal Transit Facility shall meet the operational requirements and standards of each operator.
- The Intermodal Transit Facility must adhere to the design, construction, and maintenance standards of the respective transit agencies, as appropriate.
- The City should commit to maintaining the Intermodal Transit Facility to a high standard in coordination with the transit providers.

Pedestrian Connections Between Transit Facilities

- Safe, clear, and direct pedestrian connections should be created between the various components of the Intermodal Transit Facility. They should be easily understood through design features, signage, and lighting.
- Where conflicts may occur between pedestrians and vehicles, pedestrian zones should be indicated by means of signage, raised walkways, textured or colored paving, or other design means.

Signage and Wayfinding

- Each transit operator's system-wide signage and wayfinding requirements should be incorporated into a consistent, easily readable and identifiable signage plan and designed for both the Intermodal Transit Facility and related public spaces. Visual cues, such as color-coding and pavement striping, should be included to indicate and differentiate pedestrian travel routes to different transit providers. Signage should be visible during daytime and nighttime hours of operation.
- Tactile paving must be incorporated throughout new elements of the Intermodal Transit Facility to provide way-finding for the visually impaired.
- Signage systems should be modular to allow for easy changes and additions to routes and timetables.
- The use of real-time bus, BART and commuter rail information systems should be incorporated using the best available technologies.
- Maps that include the routes of all transit providers at the Intermodal Transit Facility should be provided in easily identified locations.
- Each bus stop and passenger rail platform should have signage indicating route and schedule.
- Clocks should be provided in all new station elements of the Intermodal Transit Facility.

Ticket sales/Information

- Combined ticket sales and information locations should be provided at convenient locations throughout the new elements of the Intermodal Transit Facility. MTC Translink and the standards and criteria of the appropriate transit agencies should be incorporated.

Seating

- Seating shall be provided at all new Intermodal Transit Facility elements. Comfortable seating with back and arm rests is encouraged. For further information please see the Specific Design Recommendations for each element

Lighting

- The Intermodal Transit Facility should be well lit for safety and convenience during hours of operation.

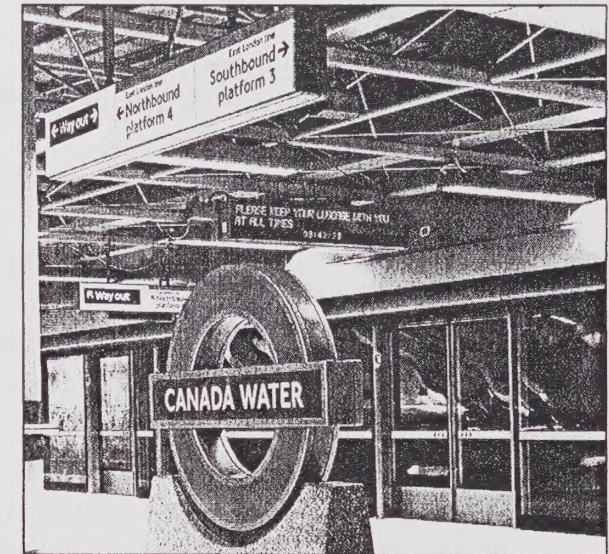


figure 6-11

The signage system in London's new Jubilee Subway is clear, identifiable and easily read both day and night.

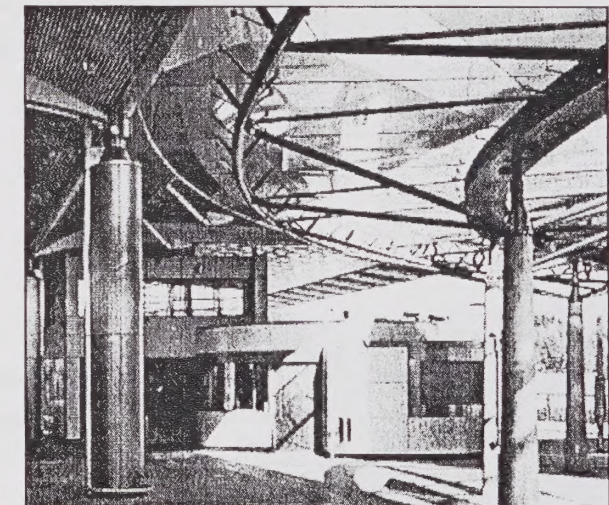


figure 6-12

At this station in England, the information kiosk design is closely related to other elements of the station design.

PUBLIC SPACES AND INFRASTRUCTURE

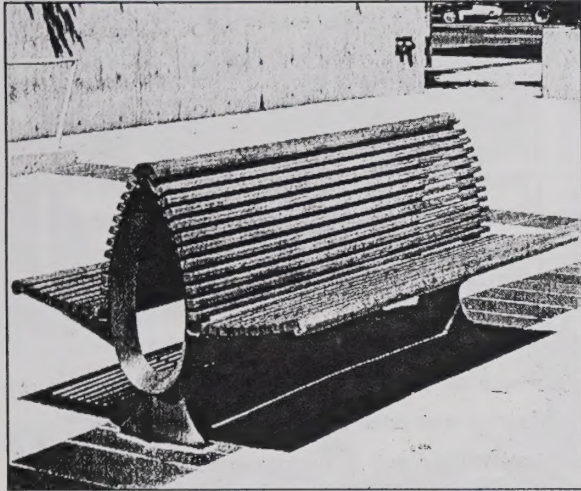


figure 6-13
Quality amenities like seating elements are essential to the new transit facility.

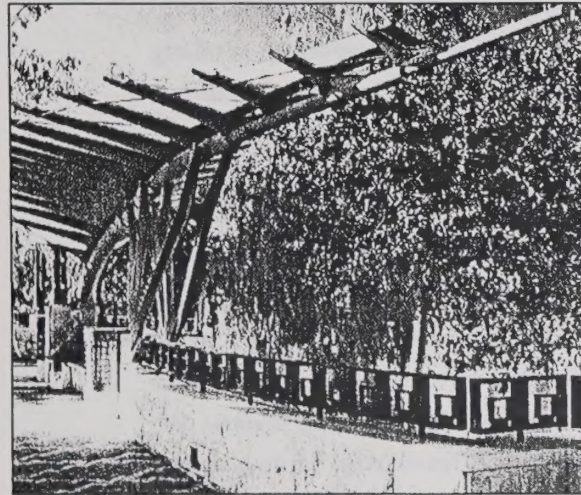


figure 6-14
Landscape elements of the Union Station transit facility in Los Angeles.

Bicycle Storage

- Covered and protected bicycle storage is encouraged and should be incorporated into the transit parking garages or in free-standing facilities conveniently located for patrons of each transit system.

Public Art

- A public art program should be integrated into the new elements of the Intermodal Transit Facility. The art program should emphasize quality, originality, and community participation.

Public Restrooms

- Public restrooms and other amenities should be provided.
- restrooms should be integrated with other facility elements. They should not be freestanding.

“Kiss-and-Ride”

- Dedicated and regulated taxi, shuttle, paratransit, and “kiss-and-ride” auto passenger drop-off locations should be provided.
- Drop-off locations with a loading lane should be separate from the travel lane. Loading and unloading vehicles should not obstruct the travel lanes.
- Direct curb access to the passenger side of the vehicle should be provided. Loading and unloading passengers should not cross travel lanes to reach their vehicles.

Landscape Elements

- The landscape architecture of the Intermodal Transit Facility should be closely integrated with the overall District. A rich plant palette, including trees, shrubbery, and ground cover, as appropriate, should be incorporated in order to create an inviting and attractive facility that is responsive to the climate of Union City.
- Landscape elements must not interfere with the operational requirements or safety of the Intermodal Transit Facility.

specific design recommendations for the intermodal transit facility

BART STATION AND PLAZA

Character

- The BART station will be the heart of the new Intermodal Transit Facility and the centerpiece of the new Station District. Architectural enhancements to the station should be consistent with this goal and made in a manner that integrates with the other elements of the Intermodal Transit Facility. The BART station should function as a visual landmark for Union City, the Station District, and the Intermodal Transit Facility. BART, Union City and other key stakeholders will define specific design recommendations for enhancements to the BART station as the program is developed to ensure that they complement and enhance the Intermodal Transit Facility and the Station District.

Access

- Access to the BART station should be improved for existing and new development in the Station District through new and expanded fare gates on the west side of the station, and the creation of a second paid entrance on the east side of the station. Expansion of the station to the east should be integrated with the design of the pedestrian underpass and acknowledge the possibility of a passenger rail station along the Union Pacific tracks. BART, Union City, and other key stakeholders should make specific design recommendations for access enhancements to the BART station to ensure that they complement and enhance the Intermodal Transit Facility and the Station District. Architectural improvements should emphasize the two-sided nature of the BART station and its importance as a key transit provider.

BART Plaza

- The construction of the intermodal loop road and the pedestrian underpass will involve redesigning the BART plaza on the west side of the existing station. It will act as the “front porch” to the BART station and a major entrance for the Intermodal Transit Facility as whole. The design of the plaza should enhance safety, access and comfort for transit patrons and pedestrians in the Station District. Specifically, the BART plaza is the location for paratransit stops, taxi pick-up and drop-off, and “kiss-and-ride” areas. Seating, landscaping, and other amenities will enhance the functions of the plaza. For further information please see the Specific Design Recommendations for the intermodal loop road and the pedestrian underpass.



figure 6-15

Although this transit station in Portland, Oregon has a covered waiting area, it lacks adequate seating.

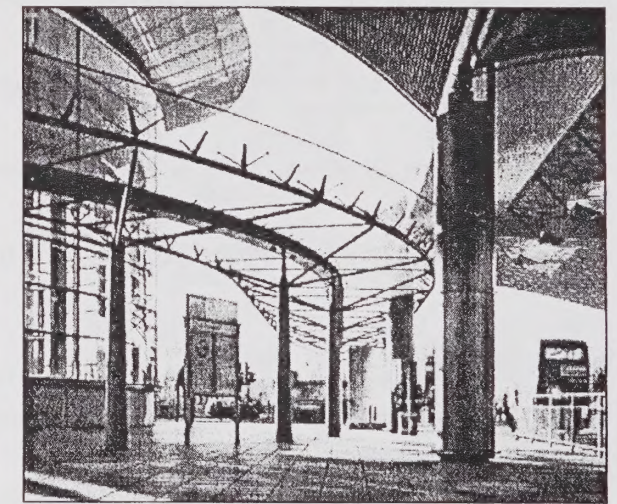


figure 6-16

Covered walkways connect various parts of this English transit station.

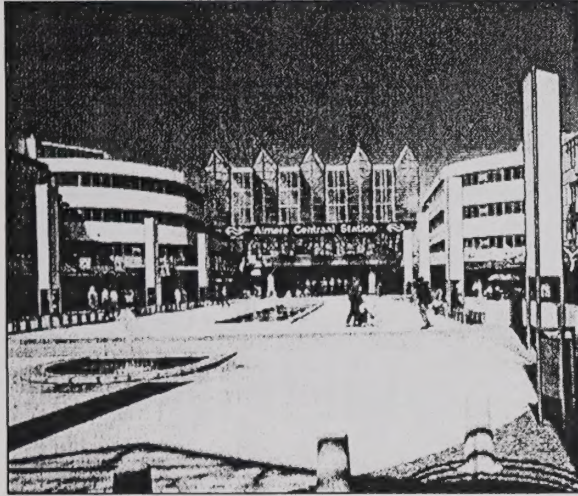


figure 6-17

The bus roundabout and intermodal transit plaza form an integrated public space.

THE BUS ROUNDABOUT AND INTERMODAL TRANSIT PLAZA

Character

- As the first element visible to transit patrons, residents, and visitors coming from Union Square, the bus roundabout and intermodal transit plaza is a key functional element of the Intermodal Transit Facility. Accordingly, the roundabout should be designed as an architectural landmark of the highest architectural and functional standards.
- A landmark element at the Union Square entrance to the facility should be created that incorporates signage indicating the name of the facility.

Covered Connections

- A continuous covered connection in the center island between Union Square and the BART Plaza is recommended for both architectural and functional purposes. The plan recommends a minimum total width of 35 feet for this connection.

Covered Seating

- Seating with side and overhead protection should be provided at each bus stop for the comfort of transit patrons. This seating may be arranged in freestanding shelters on the side aisles of the roundabout, or integrated with the design of the covered walkway in the center island.
- Accommodations for wheelchair users should be provided in all covered seating areas.

Operator Facilities

- Break facilities for transit operators should be located in the center island of the bus roundabout, as outlined in the programming report. Specific program requirements and design recommendations for the break facilities shall be defined during design of the Intermodal Transit Facility. Blank, bunker-like structures that disrupt the architectural character of the roundabout should be avoided.

Restrooms

- Public restrooms should be provided in the center island of the bus roundabout, as outlined in the Intermodal Transit Facility Plan, Chapter 5. Specific program requirements and design recommendations for the restrooms shall be defined during design of the intermodal facility.

Pedestrian Connections

- Two pedestrian connections should be provided at sidewalk level between the center island and the side aisles of the roundabout, and also one pedestrian connection between the center island and the intermodal access road. The Union Square sidewalk should be furnished with a continuous crosswalk between the side aisles and the center island and across Union Square to the existing Marketplace Commercial Center. For additional information please see the the General Design Recommendations.

THE INTERMODAL LOOP ROAD

Character

- The intermodal loop road is the primary point of vehicular access, other than buses, to the BART Station and the Intermodal Transit Facility . Accordingly, the road should be designed to complement the overall design and character of the Intermodal Transit Facility.

Sidewalks

- Sidewalk design of the intermodal loop road, including materials, texture, and color, should be integrated with the bus roundabout and the BART station plaza.

Pedestrian Crossing

- A pedestrian crossing between the BART station plaza and the intermodal transit plaza and bus roundabout should be provided for pedestrian safety at sidewalk level, as shown on the Intermodal Transit Facility plan.
- The drop-off lane in front of the BART station should be eliminated to narrow the width of the intermodal loop road and provide a clear pedestrian crossing between BART and the bus roundabout.

Paratransit, "Kiss-and-Ride", and Taxi Drop-off Locations

- Separate paratransit, "kiss-and-ride", and taxi drop-off zones should be provided on the intermodal loop road in the locations and amounts indicated in the Intermodal Transit Facility plan program.
- Signage and curb colors should be provided to indicate the locations for each drop-off zone.

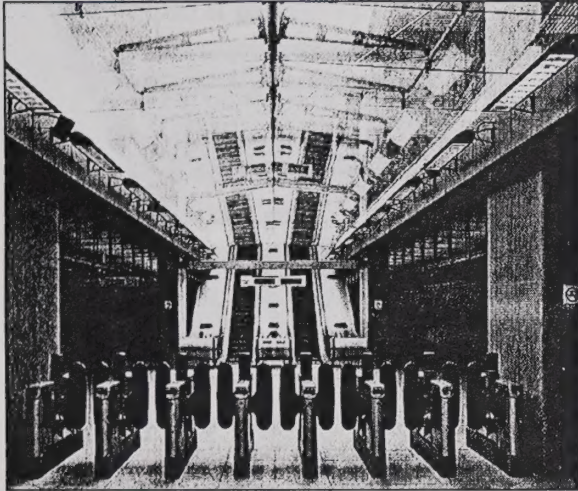


figure 6-18

Example of a pedestrian underpass designed to maximize daylight penetration

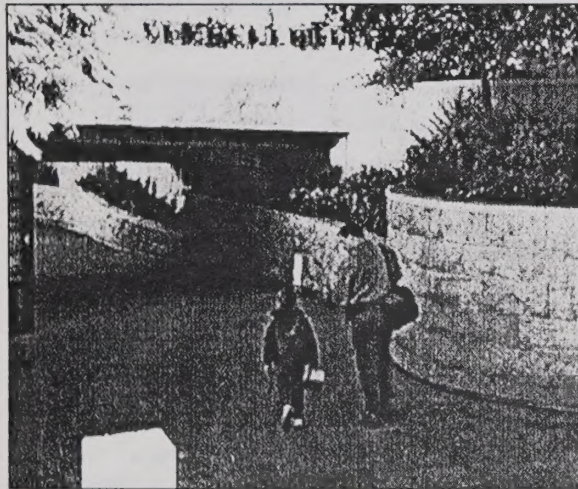


figure 6-19

The pedestrian underpass should be an integrated and pleasant component of the plaza and transit station.

THE PEDESTRIAN UNDERPASS

Character

- The pedestrian underpass between the BART plaza and the east plaza is the key east-west link for the Station District. The underpass should be in keeping with the overall design of the Intermodal Transit Facility. It must be designed for beauty, openness, safety, visibility, clarity of circulation, and utility. It should present a clear, direct and well-lit path of travel, easily visible when approached from either direction. It should be open 24 hours a day throughout the year.
- The design of the pedestrian underpass should be integrated into the designs for the east plaza, the passenger rail station adjacent to the BART on the UPRR tracks, and any enhancements to the BART station.
- If market demands warrant, consider including vendors or kiosks at the ends of the pedestrian link, to provide activity and a sense of safety.

Minimum Dimensions

- The minimum recommended cross-width dimension for the underpass is 25 feet. The minimum recommended inside vertical clearance of the underpass is 9 feet. This dimension should be increased to the maximum vertical dimension possible if analysis of the existing BART station reveals the potential for additional height. Where possible, widen the underpass at entrances to the BART berm and increase the vertical clearance to maximize the amount of light and air entering the below grade portions.
- At the passenger rail platform directly adjacent to the east side of the BART station the design of the underpass should be coordinated in order to ensure adequate dimensions for rail operations. The covered portions of the underpass should be minimized in accordance with this goal.

Materials

- The materials should be of the highest quality to make a light-filled and enjoyable space. They should be selected for ease of maintenance, as well as attractive appearance. Finishes should be decorative in nature as well as utilitarian.

Lighting

- The pedestrian underpass should incorporate natural daylighting to the maximum extent possible. Attractive, low-maintenance artificial lighting should be used to supplement natural light and to provide adequate lighting for nighttime use and safety.

Public Art

- Public art, such as tile murals or other decorative features, should be an integral part of the design.

Signage

- Directional signage should be placed at each end of the underpass.

Security

- "Blue phones" and cameras should be considered to support a safe environment.

PASSENGER RAIL STATION

Character

- The passenger rail station should be a simple and high quality building integrated with other elements of the Intermodal Transit Facility and the Station District, especially the adjacent public spaces. Site specific design recommendations for the station will be developed after the location of the station is finalized.

Facility Orientation: Former Southern Pacific Railroad Location Option

- If the station is located on the former Southern Pacific tracks, it should be positioned along Railroad Avenue on a direct alignment with the pedestrian underpass. The building should step back from the street as necessary to allow for passenger drop-off, plaza space and landscape elements.

Facility Orientation: Union Pacific Railroad Location Option

- If the station is located on the Union Pacific tracks adjacent to BART, it should be positioned adjacent to the east plaza; its design should be integrated with the pedestrian underpass and the plaza.

"Kiss-and-Ride"

- A convenient "kiss-and-ride", paratransit, shuttle, and taxi passenger loading zone should be located in the parking lane of the parallel street closest to the passenger rail station. A station on the UPRR tracks will benefit from the passenger loading facilities provided for BART. Some additional facilities may be needed on Eleventh Street adjacent to the east plaza.

Bus Access

- A bus passenger loading zone, as indicated in the Intermodal Transit Facility plan and program, should be provided on Railroad Avenue for any station on the former SPRR tracks.

Entrance and Exits

- One entrance and one exit to the passenger station should be located at each end of the loading platform.

Open Space

- A small plaza/open space should be provided in front of or adjacent to any passenger rail station on the former SPRR tracks. It should be large enough to allow for the gathering of a small group waiting for a train or bus.

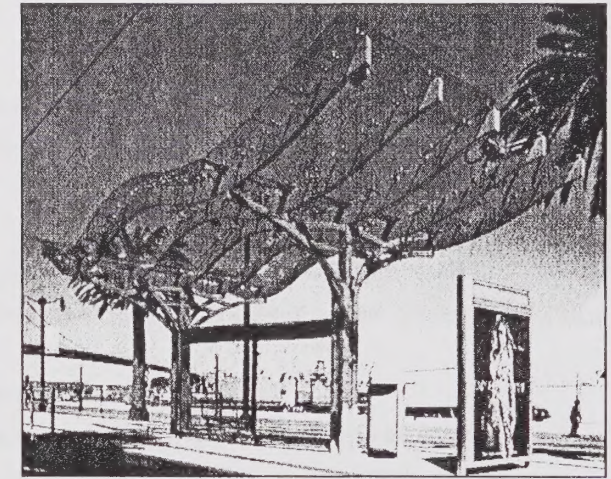


figure 6-20

An example of the components recommended for the passenger rail stations: covered seating, signage and graphics, and other integrated amenities.

STREETS AND ROADWAYS

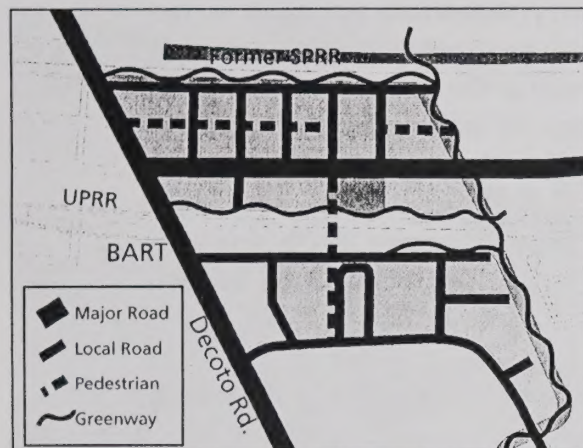


figure 6-21
Street Hierarchy Map

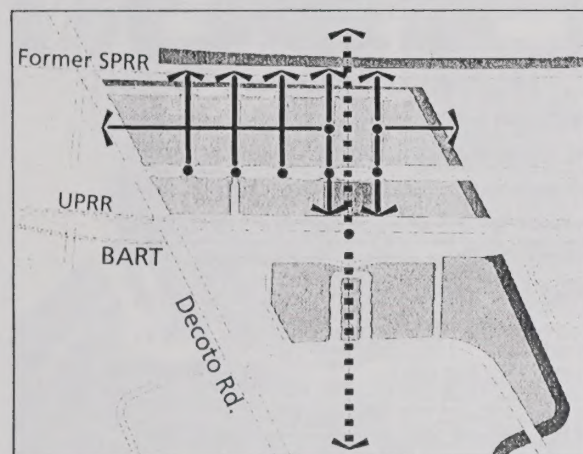


figure 6-22
Important view corridors to be preserved and/or enhanced.

introduction

URBAN DESIGN PRINCIPLES FOR STREETS AND ROADWAYS

Streets and roads in the Station District should:

- enhance circulation and access for all modes of travel by maximizing connections between the City, the District, and the development parcels within the District.
- be multi-modal in nature, and balance the needs of pedestrians, autos, and bicycles.
- encourage activity and civic life.
- define and activate the buildings and structures that flank them.
- separate and delimit development parcels, buildings and structures.
- permit views to the surrounding environment and provide access to light and air.
- form a major component of the public realm and open spaces of the District.
- have extensive landscaping with attractive trees and ground cover, providing relief from paving and buildings.
- be accessible to all persons according to state and federal requirements.

DISTRICT CHARACTER

The streets and roadways of the Station District are organized and designed in a hierarchical system to establish different characteristics, which reflect a variety of purposes:

- Major streets are multi-lane multi-mode divided boulevards that balance citywide linkages and access with local services and amenities. They have extensive formal landscaping, generous sidewalks, and special paving treatments and street lamps. In addition to circulation zones, areas for stationary activity, such as cafe seating and outdoor displays, should be provided in conjunction with retail uses.
- Local streets are smaller undivided multi-mode streets and provide local site access and circulation. They have little through-traffic, wide sidewalks with street furniture, street trees, and other landscaping scaled to their width.
- Pedestrian alleys provide pedestrian and bicycle links through development parcels, and access to individual buildings and residences. They are quiet green spaces with paths marked for bikes and pedestrians, ground cover, and other landscaping scaled to their width.
- Pedestrian and bicycle greenways buffer development from adjoining infrastructure and provide pedestrian and bicycle links to the citywide trails system. They are extensively landscaped and provided with multi-use paths and trails for active recreation and enjoyment.

STREETS AND ROADWAYS

general design recommendations for streets and roadways

Lane Widths

- Travel and parking lane widths should be minimized to calm traffic and enhance walkability.

Street Parking

- On-street parallel parking should be provided on all streets east of the BART tracks and along Union Square.

Sidewalks

- Major and local streets are required to have sidewalks or trails and street parking on both sides.
- Unless otherwise noted in the Specific Design Recommendations and the Street Sections (fig. 4-5 – 4-11), sidewalks shall have a minimum width of 10 feet.
- Bulb-outs shall be provided at all intersections where the roadway right of way is 40 feet or greater to allow for greater pedestrian safety and to enhance streetside activity at corner retail locations. The bulb-out should extend the entire depth of the parking lane.
- Street corner curb radii should be no greater than the width of the sidewalk.

Multi-use Trails and Bike Paths

- Pathways should be a minimum of 15 feet wide, marked for pedestrians and bicycles, and constructed of smooth paving suitable for bicycles, strollers, wheelchairs, and roller-skaters.
- Paths should be well lit with seating areas located at regular intervals.

Street Furniture and Lighting

- Sidewalk furniture, such as lamp posts, trash cans, newspaper racks, bus shelters and benches should be modern in style and complementary in design.
- Street lights should be scaled to the size and purpose of the streets without excessive spill, harshness, or glare. Light should be directed down with special attention paid to protecting adjacent residences.

Landscaping

- A streetscape plan should be developed to create a coordinated landscape design and palette for all streets.
- Sidewalks and greenways should be planted with large shade trees properly sized for the width of the sidewalk. Trees should be deciduous or deciduous in form.
- Vegetation that is native or certified as non-invasive should be used for landscaping the streets and roadways.
- Use of low-maintenance, drought tolerant native species or other climate appropriate species will require less water and fewer chemical applications.
- Naturalized seasonal plantings of native wildflowers should be used along the greenways.
- Bio-swailes, porous paving, cisterns and other natural rainwater retention systems should be incorporated into the streets and open spaces of the Station District in order to cut storm drain construction costs and



figure 6-23

Active street frontage with many pedestrian entrances in Portland, Oregon.

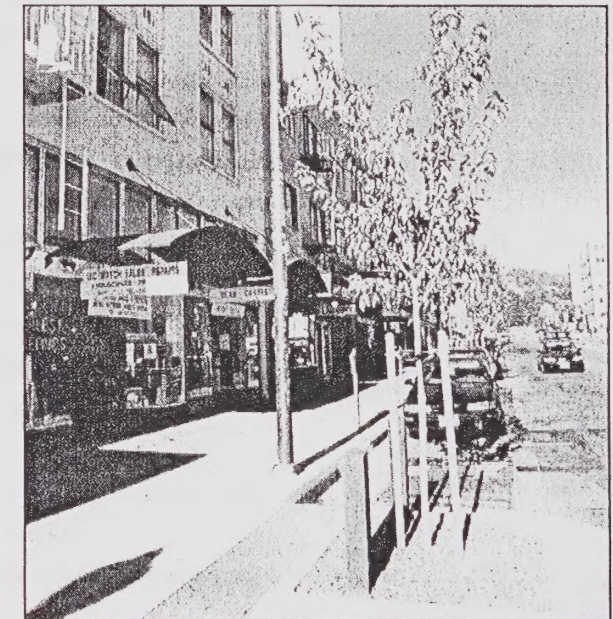


figure 6-24

Example of curb bulb-out with street trees at pedestrian crossing in Berkeley, California.

STREETS AND ROADWAYS

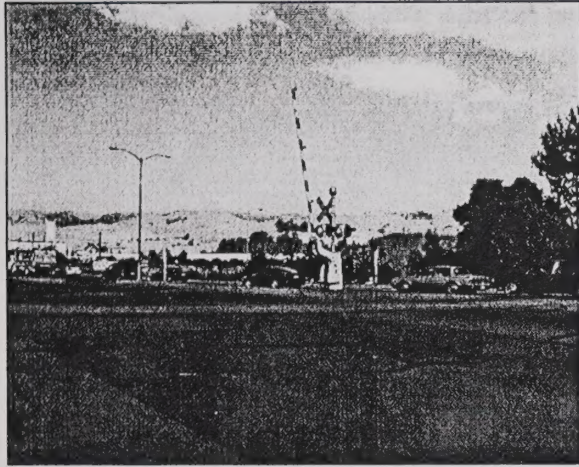


figure 6-25
Decoto Road looking east from the BART tracks.



figure 6-26
Special paving and amenities can add character and distinction to the street.

specific design recommendations for streets and roadways

DECOTO ROAD EDGE

Character

- Decoto Road is the northern gateway to the Station District, and as such the design and treatment of the street is essential to the image of the District. It is a major street and a principle route in the city with a variety of land uses along its length.

Street Frontage

- To establish the urban character of the new District, buildings should maintain a strong street wall along Decoto Road. A 10 foot landscaped setback and planted edge with large shade trees should be maintained to ease the transition to the adjacent neighborhood.
- A continuous property line street wall at the Eleventh Street and Railroad Avenue intersections should be maintained. Mid-block setbacks are allowed, but a strong Decoto Road street wall must be maintained.
- Parking garage access from Decoto Road should be prohibited to prevent mid-block left hand turns.
- Buildings over two stories should step back the upper floors to reduce mass along the street.

Sidewalks

- A 15 foot sidewalk should be provided, in addition to the landscaped setback.

ELEVENTH STREET

Character

- Eleventh Street is a major street, the main street of the Station District, and an important planned connection to the proposed State Route 84. As such it is a major arterial connection and a street that must support and enhance local life and activity. It should function as the main commercial and retail street of the district. Its primary character should be one of a landscaped boulevard that is generous in scale for both pedestrians and vehicles. The median should be extensively planted with trees, shrubs and grasses. These plantings should not obscure views to the other side of the street. See the Design Recommendations for Sustainability for further information.

Street Frontage

- Ground-level retail is strongly encouraged along Eleventh Street, particularly adjacent to the plaza and to the community/open space parcel.
- Main building entrances should be located on Eleventh Street to indicate its importance as the District's main street.

Sidewalks

- Special paving is recommended for Eleventh Street to maintain a continuous character.
- No curb cuts other than the east-west streets and street extensions are permitted on Eleventh Street.

STREETS AND ROADWAYS

RAILROAD AVENUE

Character

- Railroad Avenue is a local street. It provides neighborhood access and buffers development from the adjacent railroad tracks. The adjoining greenway provides an important link to the citywide trails system.

Sidewalks

- A 12 foot sidewalk on the west side of the street and connections to the greenway on the north and south sides of every cross street intersection should be provided.

East Side Landscape

- See the Design Recommendations for the Railroad Avenue greenway for further information.

EAST-WEST STREETS

Character

- The east-west streets are local streets with little through traffic and limited, strategically placed retail and commercial frontages.

Street Frontages

- Parking garage and building service/loading facilities are permitted on all east-west streets except for the north and south community commons.

Landscaping

- Street trees should be planted along the outer edge of the parking lanes with sufficient space to park a full-sized car between each tree. A protective rim or grade change should be included around each tree base to protect it from exhaust with a protective planting cage to prevent collision damage.

PEDESTRIAN ALLEYS

Character

- In the residential blocks the pedestrian alleys provide quiet circulation, light and air, and green space for the adjoining developments. In the commercial blocks, the alleys provide an opportunity for a "campus space" with outdoor seating, landscaping, and other amenities for adjoining development. They include a pedestrian/bike path, as outlined in the General Design Recommendations section.

Street Frontage

- On residential blocks, multiple entrances and windows should be provided as "eyes on the street". Bay windows and balconies are permitted to overhang the right of way.
- On commercial blocks, at least one public entrance to each adjoining building should be provided.



figure 6-27

Example of street trees planted within the parking lane in Berkeley, California.

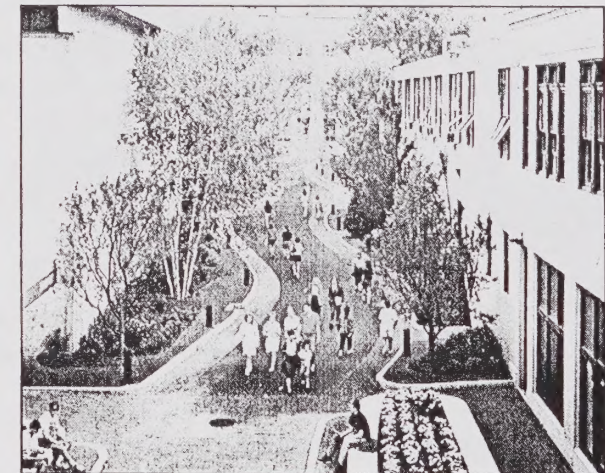


figure 6-28

Example of the potential pedestrian alley character at the commercial development.

STREETS AND ROADWAYS



figure 6-29

Example of a multi-use trail in San Jose, California. Union City may elect to separate bicycle and pedestrian traffic, and different paving materials may be used if desired.

RAILROAD AVENUE GREENWAY

Character

- The Railroad Avenue greenway provides a landscape buffer between the development and the railroad tracks. It includes a recreational pedestrian and bicycle path connecting to the canal greenway and the proposed Railroad Avenue bicycle boulevard. Permeable surfaces should be used wherever possible.

Landscaping

- In order to provide both shade and character the greenway should be heavily planted with various tree species. Other landscape plantings including shrubs and ornamental grasses are also encouraged, although a strong visual link to Railroad Avenue should be maintained for safety.
- At the cross streets, the viewshed corridors to the nearby hills should be maintained.

Separation from Railroad Tracks/Passenger Rail Station

- The bicycle/pedestrian path should be screened from the railroad tracks by heavy landscaping. Fencing, as required for safety, should be both decorative and functional. Chain link fence is not permitted.
- Signage, striping, warning dots, and other safety features should be provided at the passenger rail station plaza and entrances to minimize pedestrian/bicycle conflicts.

UNION PACIFIC GREENWAY *Please see the Railroad Avenue greenway section for a description of this greenway.*

Character

- In addition to the features listed above, a public pathway that connects the open space elements of adjoining individual developments is strongly encouraged. Developers are responsible for the construction of the pathway as it passes along their property lines. This pathway may be modified, pending final design of the possible rail station on the UPRR line.

CANAL AREA GREENWAY

Character

- The canal greenway is the southern boundary of the Station District, and connects Eleventh Street with the Railroad Avenue and Union Pacific greenways. It provides a landscape buffer between the denser development in the Station District and the smaller-scale development in the surrounding neighborhoods, and includes a multi-use pedestrian and bicycle trail.

Building Frontage and Setback

- A minimum of 10 feet of landscaped setback designed as an extension of the greenway should be provided

along the canal greenway property line. Entrances, windows, and other features should be included to activate building facades along the greenway and provide “eyes on the street.”

BART Berm/RR Tracks Greenway Underpass

- The underpass should be designed for beauty, openness, safety, visibility, clarity of circulation, and utility. It should present a clear and direct path of travel, easily visible when approached from either direction. It should be open 24 hours a day throughout the year.
- Covered portions of the underpass should be minimized. Where feasible, a light well should be provided between the BART tracks and the Union Pacific tracks.
- Nine feet of vertical clearance space and a minimum of 15 feet horizontally should be maintained at all points for safety. Where possible, the underpass should be widened at entrances to the BART berm and railroad tracks and the vertical clearance should be increased to maximize the amount of light and air entering the below-grade portions of the underpass. The vertical slope of the path should be minimized to maintain accessibility and use for bicyclists and pedestrians.

Connections to Surrounding Development

- At least one pedestrian/bicycle bridge across the canal should be provided on the west side of the Station District development at the existing right of way identified by the City.
- The greenway path should be connected to the intermodal loop road at the BART berm, as shown on the plans.
- The canal greenway should be connected with the Railroad Avenue greenway.

Canal Restoration

- A natural, informal character should be established along the canal with river rocks, gravel, native plantings, and other landscape materials. Concrete and other man-made stabilization efforts should not be visible unless they are an intended design element.

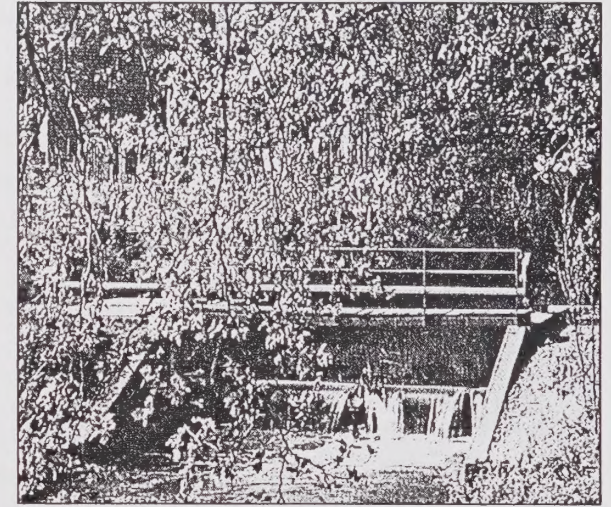


figure 6-30

Part of the canal restoration should include a pedestrian bridge joining the neighborhoods on either side of the canal.

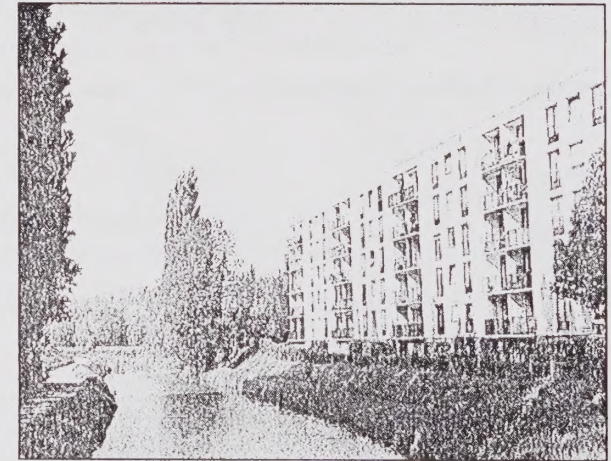


figure 6-31

Restoration of the drainage canal opens up the opportunity to provide a major open space amenity for Union City.

STREETS AND ROADWAYS



figure 6-32

Example of an enhanced mid-block pedestrian crossing in Berkeley, California with curb bulb-outs, median strip, landscaping, and an integrated street fixture program.

UNION SQUARE

Character

- Union Square is a major street, but smaller in width than Eleventh Street. Improvements along Union Square at the Intermodal Transit Facility and along the BART and Litke frontages should anticipate the eventual transformation of the street to a double-sided boulevard.

Landscaping

- Large form-giving street trees should be planted on the east side of the street. The ultimate goal of a “new front door” for Union City suggests a coordinated landscape treatment for both sides of the street.

Street Frontage

- Bus and vehicle entrances should be well marked and signed. View lines should be maintained when planting trees and placing signage to ensure safety for pedestrians, bicyclists, and vehicles. Due to the split of transit garages on both sides of the BART line, parking capacity signage might need to be incorporated into the design of the streetscape.
- Screen service areas of the existing Marketplace Commercial Center to promote an attractive streetscape.

Pedestrian Access

- The existing mid-block pedestrian connection at Union Square, between the Intermodal Facility and the Marketplace Commercial Center, should be enhanced and improved to promote pedestrian access and safety.

introduction

SCOPE

The design recommendations for buildings and structures cover commercial, residential, and retail development, and all parking structures in the Station District. Elements of the Intermodal Transit Facility and the community facility are covered under the Public Realm section of these design recommendations

URBAN DESIGN PRINCIPLES

- The Station District is understood as a new downtown and city center for Union City.
- A cohesive, recognizable, and pedestrian-oriented Station District requires harmonious relationships at three different scales: between buildings and the landscape, between individual buildings, and between buildings and people.
- Individual buildings and structures are elements in a larger field, and not singular monuments in the landscape.
- Buildings and structures must enhance and contribute to the public realm while fulfilling individual development programs. They provide a background frame for and support the structures, spaces, and activities of the public realm.

DISTRICT CHARACTER

- A distinctive and diverse architectural vocabulary and a harmonious style that respond to the surrounding landscape, and reflect the developments current place and time should be established.
- The height and bulk of buildings should be articulated to create a recognizable urban form in the landscape: a man-made “hill”, highest at the center, tapering down to the edges. To achieve this goal, the city should encourage development immediately surrounding the Intermodal Facility to be seven or more stories in height. Development should decrease in height towards the edges of the District to complement the scale of the existing adjacent residential neighborhoods.
- The facades of buildings and structures should be articulated to create relationships between buildings, streets and public spaces; between individual buildings; and between buildings and people.
- Architectural details and materials should be used to provide interest to the eye and the tactile senses.
- The buildings and structures should help define and strengthen the street system.
- The buildings and structures should enhance views and allow adequate light and air to reach the streets, plazas, and other public spaces.
- The public elements of individual buildings and structures, such as entrances, lobbies, and retail uses should be oriented towards the public streets, plazas, and other public spaces.



figure 6-33

The friendly and walkable main street of Mountain View.

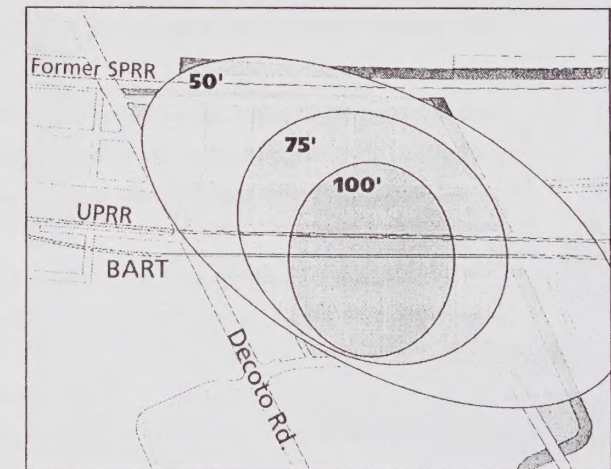


figure 6-34

The height of buildings should increase towards the core of the District.



figure 6-35
Porticos and other pedestrian elements are encouraged on buildings.



figure 6-36
Example of building articulation.

general design recommendations for buildings and structures

Construction

- Buildings and structures in the station area should be constructed of high quality and durable materials and finishes suited to the building program and local environmental conditions.

Exterior Material Palette

- Exterior materials should be chosen based on character, durability, ease of maintenance, and context. Recommended materials include:
 - Brick: natural clay colors
 - Stone
 - Steel: porcelain enamel panels, steel windows, steel exterior doors, steel rails and fences. Painted, stainless, or pre-weathered steel are acceptable.
 - Aluminum: windows, panels, (luco-bond and aluminum plate), storefront, curtain wall, doors; aluminum should be natural finish anodized, powder-coated or kynar (no bronze anodized)
 - Glass: clear, low-e; non-reflective, solar-bronze or solar-gay glass; shadow boxes and spandrel glass permitted.
 - Pre-cast concrete; glass-fiber reinforced concrete is not permitted for building facades.
 - High-quality, cast-in-place concrete.
 - Ceramic tile
 - Cement plaster
 - Wood

Building Mass and Articulation

- High building densities characterize the Station District. Thoughtful building massing, sensitive treatment of parking podia, clear articulation of facades and a durable materials palette are essential to achieve a good neighborhood character.
- Transitions between adjacent buildings of different heights should be considered. Possible design responses include stepping or other modeling of building bulk, or changes in fenestration, street wall plane, or color.

Architectural Details

- Architectural details should be included that add variation and interest to the building facade.

Street Wall

- The building edge should be continuous along property lines and is required at street corners to maintain an active urban character. Variations in the building edge are allowed for entrances, for mid-block

pedestrian ways, interior courtyards and for other design considerations, as long as the appearance of a continuous built edge is maintained.

- Minor street wall variations are encouraged to add architectural interest and provide pedestrian amenities, such as seating and ATMs.
- Multiple pedestrian entrances for large buildings are required to increase street activity and interest.
- Vehicle entrances and exits should be kept to a minimum and the scale minimized to maintain a pedestrian environment.
- Ground floor retail is strongly encouraged where feasible. All ground floor areas should maximize window coverage to provide flexible use as office or retail.
- Ground floor retail/commercial space should have at least a 12 foot ceiling height and a 40-50 foot minimum depth.

Fenestration

- Window fenestration should be used to help define building character. In establishing fenestration patterns, the shape, scale, proportion, rhythm, groupings, relationships to plan, and exterior wall planes should all be taken into consideration, along with the adjacent buildings, structures, and open spaces.
- Typological distinctions between building uses should be created by variations in the character, scale, and size of the fenestration.

Ground Floor Treatments

- Ground floor levels should be designed so that the building imparts a sense of human activity, habitation, and interest to the street. Blank, undifferentiated street-level facades are not permitted.

Projections/Signage

- Discrete signage indicating building ownership is allowed. Signs and canopies that project over the sidewalk to indicate and demarcate shop fronts and increase pedestrian interest are encouraged.
- General advertising such as commercial billboards, "A" frame signs, and excessive banners are not allowed.

Garage Podiums

- Blank podium walls at the pedestrian level should be avoided. Wherever possible, podium walls should be screened with retail uses, building lobbies, residential entries, or other habitable uses. For further information please see the Specific Design Recommendations for parking structures .
- Podium rooftops should be treated as a design feature to be seen from eye level and above, with open space uses as the preferred design alternative. The perception that podium open space is located on a roof-top should be avoided.



figure 6-37

Elements, such as lighting, signs, canopies, outdoor displays, and seating activate the street.



figure 6-38

The parking podium of this Colorado development is extensively landscaped to mask the function of the building beneath.



figure 6-39
An example of discrete building signage.

- Podiums should be designed with structure adequate to support “garden-like” plantings, mature trees, shrubs, perennial borders, ground cover, and paving materials. A balance of planted and paved surfaces should be maintained.
- Podium open areas should be activated with common lobbies and/or individual entries to garden apartments and town houses.
- Differences between common and private open space should be clearly demarcated at podium levels.
- Direct access from grade to the podium level should be integrated with the street and open space network. Preference should be given to access from the pedestrian alleys.

Parking

- All parking other than curbside street parking is required to be structured. Surface parking lots are not allowed after the initial phases of development.
- Ground floor parking should be screened from the sidewalk by street-oriented uses, such as housing units with street access, retail uses, building entrances, lobbies and foyers, community facilities, or landscape elements.
- Vehicle entrances and exits should be kept to a minimum in scale and number. Entrances and exits should not occur on Eleventh Street, Union Square, the pedestrian alleys, or along the North or South Community Commons.

Energy Efficiency

- Buildings and structures in the station area should be incorporate solar cells, shading devices, green roofs, and other active and passive energy efficiency solutions to improve environmental quality, reduce energy demand, and enhance overall environmental sustainability.

specific design recommendations for buildings and structures

OFFICE/COMMERCIAL/RESEARCH AND DEVELOPMENT (R + D) USES

Ground Floor Treatments

- Building entrances, lobbies, and accessory public uses should be oriented to the nearest public space or street. Buildings fronting multiple streets are encouraged to provide multiple public entrances. Buildings facing the pedestrian alley are required to provide an entrance facing the alley.
- Where office or other private uses occur at the street level, windows should be included that allow for visual transparency and a sense of interior activity to enliven the street.

Service /Loading Entries

- Service entries should be located on the east-west streets and positioned to minimize noise impacts on adjacent residential units and public open space, and to minimize pedestrian/vehicle conflicts and traffic congestion.
- Loading dock dimensions should be limited to minimum functional requirements.
- Loading docks should be located on the interior of the buildings to mask their visibility from the street.

Signs

- A sign program should be developed to address temporary signs, banners, for lease signs, and window signs and applied throughout the District.

RESIDENTIAL USES

Character

- Multi-family housing should be designed with the safety and security of children in mind, without creating a “gated community” effect.
- Residential development should incorporate amenities such as play areas and other open spaces within the development.
- Sound walls and security fences should not be used to isolate or impede pedestrian access to residential development in the Station District.

Ground Floor Treatments

- Multiple entries at street level are encouraged to create fine-grained, pedestrian-oriented streets. Ground floor residential units are encouraged to have individual entrances fronting the street.
- A pedestrian-friendly environment should be created through the use of design features such as stairs, stoops, porches, doors and landscaping.

Open Space Orientation

- Where possible, housing should be oriented to the public open space to maximize views from individual units. This can be accomplished by the location of common open space or stepping the buildings.

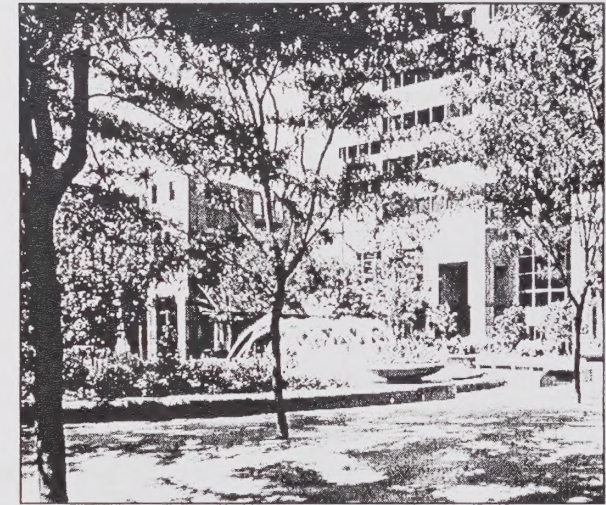


figure 6-40

Building entrances should be oriented towards public space or the street.



figure 6-41

Street level entrances are encouraged to create a fine-grained, pedestrian-oriented street.



figure 6-42

Cafe seating and other street activating uses that create a strong indoor/outdoor connection are encouraged. Curb bulb-outs allow stationary activity as well as sidewalk circulation as shown above.

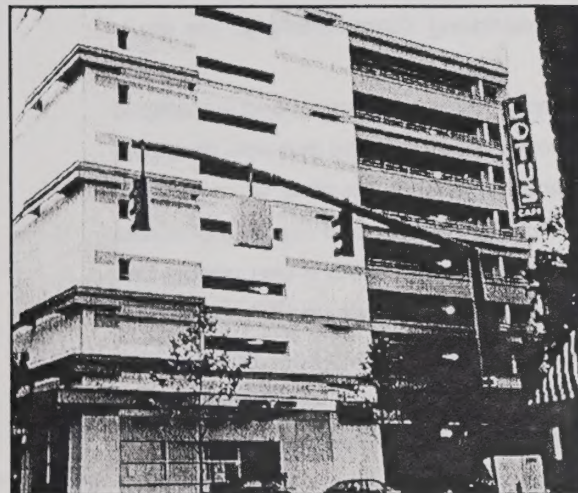


figure 6-43

A well detailed parking garage with ground floor retail in Portland, Oregon.

- The design of residential developments that abut the canal greenway should provide convenient access to the greenway paths.

Parking *Please see the General Design Recommendations.*

- To promote a pleasant pedestrian experience, multiple individual garage entrances are not permitted. Where individual garages occur, they should be interspersed with “active uses” such as housing entries or occupied space.
- Residential parking should be screened from the street.

GROUND FLOOR SERVICE/RETAIL

Indoor/Outdoor Connections

- Retail establishments and restaurants/cafes should have strong indoor/outdoor connections. Sliding or removable windows/doors are encouraged.
- Limited outdoor displays and café seating are encouraged in front of commercial/retail establishments to increase pedestrian activity and interest. Low planters with wide seat walls are encouraged.
- Recessed entrances and porticos that increase the indoor/outdoor quality or allow for increased outdoor seating or display are allowed.
- Awnings and canopies are encouraged.
- Commercial and retail frontages should be visually transparent and have clear glass.
- Buildings that abut a pedestrian alley should have an entrance on the alley.

PARKING GARAGES

General

- Garages should be clean, well lit, and designed for the safety and security of patrons, while avoiding excessive light spill into adjacent residential areas.
- The design of parking garages should compliment adjacent land uses.

Street Wall

- A seven foot minimum setback for landscape elements that screen the ground floor of parking is required on streets that do not have retail frontages. This setback is not allowed at street corners or along Eleventh Street.
- Design of parking garage facades should complement the facades of adjacent uses.

Ground Floor Treatments

- Retail and/or commercial space is strongly encouraged at the street level to maximize window coverage. Retail frontages are required along Eleventh Street and facing the Intermodal Transit Facility. Retail/commercial space should have at least a 10 foot ceiling height and 40 to 50 foot in depth.
- In other locations, street-level garage facades should be screened with architectural or landscape elements.

Vehicle Entrances/Exits

- Vehicle entrances and exits should be minimal in width. As feasible, entrances and exits should be on separate frontages to reduce congestion.

general topics for sustainability

The new Union City Intermodal Transit Facility, a highly visible transportation venue, will promote sustainability and become a catalyst for increased public transit use throughout the Bay Area. “Transit first,” the watchword of smart growth and sustainable development, is exemplified in this transit-centered project.

The viable new transit hub will create a lively and sustainable Station District. Increased transit use will reduce vehicular emissions and contribute to cleaner air. Traffic on city streets and parking demands will be reduced as a result of a thriving transit facility, pedestrian-oriented urban design, sensible parking practices, and the implementation of aggressive transit demand management programs. By creating jobs and housing in conjunction with a major transit facility, and drawing transit users from surrounding regions, the Union City intermodal facility and Station District will become a focal point for transit and “smart growth” in Northern California. A centrally located, sustainably functioning transit facility will promote its missions through increased ridership from an embarkation point that is also a design landmark and focal point for a mixed-use, pedestrian- and transit-oriented district.

A full set of Sustainability Principles and Guidelines are outside of the scope of this project. It is the recommendation of the consultants that the City of Union City retain the services of a sustainability consultant to draft a report detailing the steps Union City should take to make the City and District a sustainable development. Such a report should include discussion of the following topics:

- Sustainability
- Societal Impacts
- Economic Impacts
- Impacts to Natural Resources
- Environmental Impacts
- Approach to “green” building and planning
- Energy Conservation and Efficiency
- Indoor Environmental and Air Quality
- Resource Efficiency
- Site and Land Use Planning
- Transit and Parking Demand Management
- Landscape Design
- Life cycle assessment
- Codes, Regulations and Rating Systems.



figure 6-44

Example of a successful stream restoration project underway in Texas. A similar program in Union City will make the canal greenway an important and sustainable element in City's open space system.

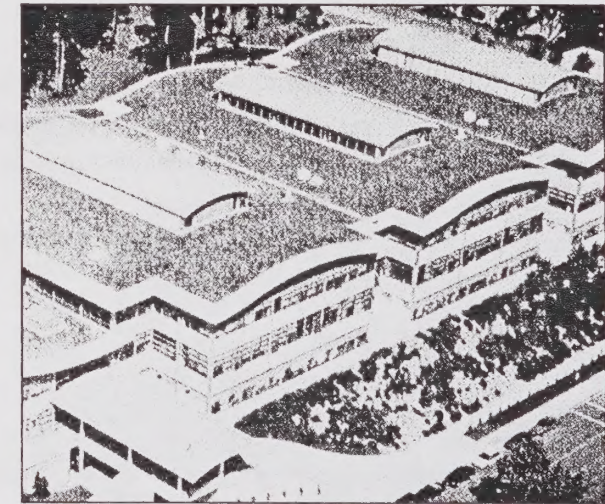


figure 6-45

The Gap's World Headquarters in San Bruno, California with a vegetated roof that moderates building temperature and captures stormwater demonstrates the viability of sustainable design in a location such as Union City.

APPENDIX D

DRAFT SUSTAINABILITY GUIDELINES

A resolution in support of the Draft Compact For A Sustainable Bay Area was adopted by the City Council on July 24, 2001 (Resolution No. 9988-01). These guidelines are to be considered in the planning and development of the community.

APPENDIX D

RESOLUTION NO. 9988-01

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF UNION CITY ENDORING THE DEVELOPMENT AND ADOPTION OF THE COMPACT FOR A SUSTAINABLE BAY AREA

WHEREAS, the San Francisco Bay Area, Alameda County and the City of Union City feature diverse economies, environmental resources, cultural amenities, educational institutions and populations, making this region a unique and special place; and

WHEREAS, the entire Bay Area is undergoing rapid changes and facing serious challenges; and

WHEREAS, traffic congestion, long commutes and overburdened transit systems, the lack of sufficient housing and skyrocketing housing costs, loss of open space, declining neighborhoods, air and water pollution and the increasingly inequitable distribution of the benefits of our thriving economy are interrelated problems that require integrated solutions; and

WHEREAS, sustaining the region's environment and economy in a way that ensures equity for all residents requires innovative thinking and "e-vision" - a balanced, integrated, inclusive, collaborative approach; and

WHEREAS, e-vision is a vision of the future that integrates the Three E's of Sustainable Development: a prosperous economy, quality environment, and social equity; and

WHEREAS, the Bay Area Alliance for Sustainable Development is a multi-stakeholder coalition established in 1997 to develop and implement a sustainability action plan for the Bay Area; and

WHEREAS, the Alliance defines sustainable development as the ability "to meet the needs of the present without compromising the ability of future generations to meet their own needs"; and

WHEREAS, the overall goal of the Compact for a Sustainable Bay Area is to reach consensus among a critical mass of stakeholder organizations and civic leaders regarding a new shared vision rooted in common values about how the region can grow in a more sustainable manner; and

WHEREAS, the City Council of the City of Union City has reviewed the Draft Compact for a Sustainable Bay Area developed by the Bay Area Alliance for Sustainable Development.

NOW, THEREFORE BE IT RESOLVED that the City Council of the City of Union City does hereby endorse and join in building a consensus for a new shared vision of sustainable development through the development and adoption of the Bay Area Alliance Draft Compact for a Sustainable Bay Area.

RESOLUTION NO. 9988-01

I HEREBY CERTIFY that the foregoing resolution was introduced at a regular meeting of the City Council of the City of Union City held July 24, 2001, by Mayor Green who moved its adoption and passage by the following vote:

AYES: Councilmembers Dutra-Vernaci, Fernandez, Elias, Vice Mayor Valle, Mayor Green

NOES: None

ABSENT: None

SECONDED: Councilmember Elias

APPROVED:

/s/ Mark Green

MAYOR

ATTEST:

/s/ Linda West

CITY CLERK

APPROVED AS TO FORM:

/s/ Gary Galliano

CITY ATTORNEY

APPENDIX D

DRAFT SUSTAINABILITY GUIDELINES

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APPENDIX D

DRAFT SUSTAINABILITY GUIDELINES

The Draft Compact for a Sustainable Bay Area – The intent of the Compact is to provide a set of common policies and priorities for Bay Area cities, non-profit organizations (NPOs) and businesses to follow. These policies and priorities all address the issue of **sustainable development**, which can be defined as the ability

“to meet the needs of the present without compromising the ability of future generations to meet their own needs.”

The approach incorporated into the draft Compact to achieve sustainable development is called “**e-vision**”, which is defined as a vision of the future which integrates the **Three E’s of Sustainable Development**:

1. A prosperous **Economy**, where productivity is high, unemployment is low, poverty is reduced, housing is affordable and available close to job centers, and traffic congestions is greatly reduced;
2. A quality **Environment**, in which the Bay Area ecosystem is healthy, vibrant and productive, open space and agriculture are preserved, resources are conserved and waste is eliminated;
3. **Social Equity** is achieved through improved educational performance (especially among the disadvantaged), workforce diversity is achieved, strategic capital investments are made in priority neighborhoods to provide living wage jobs, enhance housing opportunities and improve the physical and social environment

The draft Compact seeks to implement e-vision through adoption of **Ten Strategic Commitments** by Bay Area Stakeholders. For the City of Union City, this would mean the City Council making commitments to address the Ten Strategic Commitments in the future in a manner consistent with the common interests of Union City’s residents and businesses.

The Ten Strategic Commitments are as follows:

1. **Enable a diversified, sustainable and competitive economy to continue to prosper and provide jobs in order to achieve a high quality of life for all Bay Area residents.**

Included in this commitment are specific commitments to:

- support and lead **collaborative actions** to enhance the region’s economic strengths and minimize its weaknesses (e.g. the Tri-Cities model),
- encourage businesses in **environmental technologies, material recycling, energy**

- **efficiency, brownfields reuse** and those businesses that **employ the disadvantaged**
- participate in discussions on growth and sustainability, the nature and quality of jobs in the region, the relationship of a **living wage** and sustainability and competitive position
- encourage the **location of jobs near places where workforce housing exists**, and link jobs and housing with convenient and affordable **transit service**
- link **employer-based workforce development** to local schools, including technical and vocational schools.

2. Accommodate sufficient housing affordable to all income levels within the Bay Area to match population increases and job generation.

Included in this commitment are specific commitments to

- Reach out to **financial institutions** to encourage diverse housing types and mixed-use investments near transit which reuse underutilized or deteriorated areas
- Work with local **community-based organizations (CBOs)** to learn about their needs for housing and services, including homeless and encourage CBO participation in planning, advocacy and implementation
- Support **mixed-density and mixed-income residential development**, particularly in areas served by transit and other services
- Support efforts to **use existing housing stock efficiently** by encouraging **second units, group housing** and similar mechanisms
- Support community-based efforts to **retain and expand the supply of affordable housing** and adopt measure to **prevent displacement**
- Amend general plans and zoning ordinances and provide incentives such as fast-tracking permits, to **encourage affordable housing**
- Advocate changes in **State and Federal legislation** to provide incentives for resource-efficient, affordable housing near transit and to address barriers such as **construction defect litigation**
- Establish an **Affordable Housing Trust Fund** to assist jurisdictions in providing their fair share of affordable housing
- Support State legislative reform to improve the **fair share housing process** and provide financial and other incentives to strengthen local jurisdiction's abilities to meet their fair share responsibilities
- Support **preservation and conservation of existing housing stock** such as housing at military bases, single residential occupancy hotels and other affordable housing
- Support existing **fair housing laws** and prohibitions against discrimination in housing.

3. **Target transportation investment to achieve a world-class comprehensive, integrated and balanced multi-modal system that supports efficient land use and decreases dependency on single-occupancy vehicle trips.**

Included in this commitment are specific commitments to

- Encourage the **Metropolitan Transportation Commission (MTC)** to plan to achieve an effective and efficient integration of transportation systems that improve mobility and promote environmental protection
- Support transportation services, regulations, and facilities that **complement land-use patterns**
- Encourage more **transit express routes** that increase ridership to existing high-volume destinations and developments
- Support the linking of existing high-occupancy-vehicle (HOV) lanes and increased strategic bus and water transit services to create a **high-speed transit system** for the region
- Support efforts to **improve the efficiency, coordination and affordability of transit services**, including high-speed water transit, BART, CalTrain and other trains, light rail and buses to achieve an integrated, seamless, region-wide public transit system
- Encourage the restoration and expansion of **transit services to under-served neighborhoods and populations** (e.g., seniors, schoolchildren, etc.)
- Advocate that MTC continue to **give priority to the repair and maintenance of existing freeways**, while addressing new or expanded facilities with a comparative analysis of surface transportation to public transit alternatives
- Consider implementing **congestion pricing** and other pricing reforms to discourage single-passenger vehicle trips and fund improved public transit in congested corridors
- Advocate for a safe, convenient **network of bicycle and pedestrian facilities** which serve and/or link residential, employment, commercial, recreational and transit service areas
- Support the integration of new surface transportation and transit improvements to **relieve key bottlenecks** and maximize the efficient movement of the Bay Area population
- Support investment in **public transportation infrastructure** using seaports, airports, rail and highways at a level sufficient to maintain the region's competitiveness
- Support MTC efforts to conduct an **equity analysis of the Regional Transportation Plan**

4. **Preserve and restore the region's natural assets, including San Francisco Bay, farmland, open space, other habitats, and air and water quality.**

Included in this commitment are specific commitments to

- Support efforts to protect and restore the **Bay-Delta Estuary**
- Support an **open space initiative/regional bond measure**
- **Address particular needs** for open space, environmental cleanup and resource/habitat protection **in urban areas and low-income neighborhoods**
- Develop plans to set priorities for **natural resource preservation**, including wetlands restoration and preservation
- Support **coordinated advocacy** efforts to obtain funds for planning, acquisition restoration and stewardship and appropriate public access incentives
- Advocate **incentives for landowners** to practice good environmental stewardship
- Work with farmers to develop policies and incentives that promote **environmentally-responsible agricultural practices**
- **Coordinate land acquisition efforts** with environmental and CBOs
- **Link land protection/management programs to local economic development and employment efforts**, including assistance to family farmers and farm workers
- Support **urban growth boundaries**, with complementary policies and incentives that ensure new jobs generated and needed housing are accommodated within the boundaries in a manner emphasizing revitalization and reuse
- Implement strategies to **reduce water pollution**, especially non-point source runoff, and promote watershed management practices for the Bay and associated waterways
- **Reduce air pollution**, especially from mobile sources
- Support public-private partnerships to **improve the efficiency of environmental regulations** while improving environmental performance and enforcement of existing laws and regulations
- Support the study of the **relationship of carrying capacity to growth**

5. **Use resources efficiently, eliminate pollution and significantly reduce waste.**

Included in this commitment are specific commitments to

- Seek tax and other incentives and work to eliminate existing disincentives, to encourage producers and consumers to **minimize the environmental impact associated with their energy and resource use**
- Encourage **high-quality design** and **“green” building materials**
- Emphasize the use of goods and services produced, packaged and transported in an environmentally and socially responsible fashion
- Encourage more **resource efficient production and construction processes**

- Support local and regional **recycling and resource recovery programs**, emphasizing source cycling
- Encourage the use of **energy and water efficient technologies** in new building design and retrofit of residential, business and institutional facilities
- Encourage the **substitution of renewable for non-renewable energy resources**, and **reduction in energy use**
- Encourage households, industry, government and agriculture to **reduce the use of harmful pesticides, fertilizers and other potential pollutants**
- **Reduce greenhouse gas emissions**
- Encourage development of **total ecological production processes**

6. Focus investment to preserve and revitalize neighborhoods.

Included in this commitment are specific commitments to

- Recruit community and Bay Area business leaders to participate in developing and adopting a **Community Investment Program** ("Community Capital Investment Initiative")
- Support and strengthen the efforts of local economic development organizations that invest in **stimulating local entrepreneurship** in identified neighborhoods that are in decline or at risk, while minimizing resident displacement
- Seek ways to **address the adverse impacts of gentrification and displacement** of low and moderate income residents
- Work to ensure that **environmental, housing and infrastructure problems that discourage investments** in these neighborhoods are addressed, including training and incentives for self-help programs
- Support and strengthen community-based financial institutions to **facilitate neighborhood revitalization in low-income communities**
- Work with service providers to **assure adequate job training and support programs for local residents**
- Encourage business incubators, and vendors and suppliers to regional growth-industry clusters, to **locate in impoverished neighborhoods** to complement local entrepreneurship
- Support and strengthen the efforts of employers who **recruit, hire and train currently unemployed or underemployed welfare recipients and the working poor** for jobs with career and income growth potential
- Ensure that new industrial development is compatible with neighborhood and community needs

7. Provide all residents with the opportunity for quality education and lifelong learning to help them meet their highest aspirations.

Included in this commitment are specific commitments to

- Support school reform programs and **State and local school bond measures**, consistent with sustainable community development
- Support **mentoring programs**
- Encourage **parental and community involvement**
- Support programs that help ensure students have both **basic education and job skills**
- Advocate **education on the environment, sustainable living, and environmentally-responsible consumption** throughout the region
- Advocate **adequate, stable and equitable funding for all schools**
- Support targeted efforts, including increased funding, to **improve school performance in the poorest neighborhoods**

8. Promote healthy and safe communities.

Included in this commitment are specific commitments to

- Work with the Bay Area partnership and others to help ensure that residents of all communities have access to **adequate health care and community facilities**
- Encourage **community policing** where police officers have longer-term assignments on specific beats in order to facilitate closer relationships with residents
- Support efforts that lead to **toxic-free communities**
- Seek opportunities to **support and participate in local neighborhood social and cultural events**
- Support and strengthen efforts that facilitate community access to **clean, healthy food supplies** and enhance food security
- Advocate for performance-based “**good neighbor agreements**” that ensure worker safety and neighborhood health and safety
- Continue to support the Bay Area’s leadership in **family planning services**
- Support enhancing **human services for families, youth and children**

9. Implement local government fiscal reforms and revenue sharing.

Included in this commitment are specific commitments to

- Advocate changes in State legislation to **provide local governments with adequate and stable tax revenues**
- Establish **cooperative, rather than competitive, economic development programs** at the sub regional and regional levels

- Encourage **local governments to work together to determine how to allocate and share tax revenues**
- Support expansion and strengthening of **sub-regional and regional cooperative land-use planning and implementation efforts**
- Support legislative reforms that reduce the **fiscalization of land use**

10. Stimulate civic engagement.

Included in this commitment are specific commitments to

- engage **local residents and CBOs as equal partners** in planning, development and investment decisions
- support efforts to provide needed services, such as **child care, youth programs and elder care in neighborhoods and at places of employment**
- continue to actively engage in ongoing **multi-stakeholder dialogue** to address regional sustainability issues
- work with others, including the school community, to **enhance understanding of the concept of sustainability**, civic engagement and the interdependence of the economy, environment and social equity, including the equity of public investments
- support a continued **analysis of other metropolitan regional models**
- encourage and support ongoing **models of cooperation in the Bay Area**
- encourage local governments to consider the regional impact of their local decisions
- encourage **inter-regional dialogue** on sustainable development issues

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